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ABSTRACT

The conference aimed to draw up conclusions and recommendations on action to be taken at the national, bilateral, and multilateral levels with regard to the education of migrants and their children. Three main themes were addressed: (1) improving the position of the immigrant and his family, primarily in their educational circumstances, at the time of arrival in the host country; (2) securing satisfactory educational provision before and during the host country's compulsory schooling period; and (3) securing satisfactory provisions of opportunities for vocational and technical training and general education for adults and adolescents. Recommendations aimed to tackle or define the problems encountered by migrants in adapting and adjusting to the host country and their new social environment; and measures to ensure equal opportunities for migrants and nationals, particularly for migrant children's education and their admittance to socio-cultural and sports activities. The need for acquiring an adequate knowledge of the language of the host country, while maintaining the command of the language and culture of the home country was stressed. (JD)

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RECORD OF THE PROCEEDINGS OF THE AD HOC CONFERENCE ON THE EDUCATION OF MIGRANTS

Strasbourg, November 1974

RC 012336

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STANDING CONFERENCE OF
EUROPEAN MINISTERS OF EDUCATION

Ninth Session

RECORD OF THE PROCEEDINGS OF THE AD HOC CONFERENCE ON MIGRANTS' EDUCATION

Strasbourg, 5 - 8 November 1974

CME/IX (75) 7

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I. INTRODUCTORY NOTE BY THE COMMITTEE OF SENIOR OFFICIALS

The ad hoc Conference on the education of migrants was held in Strasbourg from 5 to 8 November 1974 under the joint auspices of the Council of Europe and the Standing Conference of European Ministers of Education, pursuant to Resolution No. 4 (1971) of the Standing Conference.

The aim of the Conference was to draw up conclusions and recommendations on action to be taken at national, bilateral and multilateral levels with regard to the education of migrants (and particularly of their children). The President of the Conference was Rector Henri Gauthier, Chargé de Mission at the French Ministry of Education.

Eighteen of the States signatory to the Cultural Convention of the Council of Europe (1) plus Portugal and representatives from five international organisations (ILO, UNESCO, OECD, the European Communities (Council and Commission), ICEM) together with the Special Representative of the Council of Europe for migration questions and a representative of the Council of Europe's Parliamentary Assembly, took part in the Conference.

The proceedings of the Conference took place in plenary session and in the meetings of three working parties which dealt with the following subjects (2) :

- improving the position of the immigrant and his family, primarily in respect of their educational circumstances, at the time of arrival in the host country
  (Rapporteur : Mrs. Emma Morin (Italy) ;
- securing satisfactory educational provision before and during the host country's compulsory schooling period
  (Rapporteur : Mr. Louis Warzee (Belgium) ;
- securing the satisfactory provision of opportunities for vocational and technical training and general education for adults and adolescents
  (Rapporteur : Professor Eugène Egger (Switzerland).

The General Rapporteur was Professor Gösta Rehn, Head of the Swedish Institute for Social Research.

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(1) Austria, Belgium, Denmark, Finland, France, Federal Republic of Germany, Greece, Holy See, Ireland, Italy, Luxembourg, Netherlands, Norway, Spain, Sweden, Switzerland, Turkey, United Kingdom.

(2) The reports on these subjects are attached as Appendices C, D and E. They were drawn up by the Rapporteurs on the basis of 20 country reports which were presented to the ad hoc Conference in document CME/HF-M (74) V.

It was stressed at the very beginning of the Conference that the question of migrants' education should be viewed in relation to the overall context in which migration takes place, and that for the ten million people concerned migration should be a new opportunity for personal fulfilment and social and professional advancement.

In pursuance of these objectives, the Conference drew up a series of recommendations aiming either to tackle or define :

- first, the problems encountered by migrants in adapting and adjusting to the host country and in taking an active part in the life of their new social environment : informing public opinion and increasing public awareness of these matters, informing migrants about the host country, bringing families together again, promoting contact between different cultures to encourage mutual understanding, non-discrimination, setting up local advisory committees ;
- secondly, measures to ensure equal opportunities for migrants and nationals, in particular equal opportunities for the education of migrants' children and their admittance to socio-cultural and sports activities.

In respect of the priorities to be assigned to measures taken in pursuance of these objectives, the Conference first indicated the need for an adequate knowledge of the language of the host country while at the same time stressing the fact that knowledge of the language and culture of the country of origin was also essential as a basis for the mental development of migrants' children. Knowledge of the mother tongue provided the foundation for learning the language of the host country. Moreover, maintaining and even improving their command and knowledge of the language and cultures of their home countries was essential to the interests of migrants and their children in respect of their professional and social readjustment on return to these countries. Proficiency in the language would make it easier for migrants to gain admittance to educational and training institutions and would promote occupational mobility.

In view of the complexity of the problems involved in education migrants' children, the authorities concerned should consider taking specific measures such as the following : the provision of 'reception' and special classes, particularly with a view to the intensive study of the host country's language ; the provision of textbooks free of charge ; the award of scholarships for secondary education ; the adoption of a standard school career record)a project to which, as the Conference pointed out, the Council of Europe had in recent years devoted considerable effort) ; the training of teachers, educators and leaders ('animateurs') who should be made aware of the problems involved in migration, who should receive specialized and/or additional training, and who should take part in seminars organised for this purpose both in the sending and receiving countries ; the recognition of the equivalence of certificates awarded at different levels of compulsory schooling ; the promotion of participation by parents in school activities.

There must also be a considerable effort in the field of research and case studies should be conducted on methods of integrated language teaching, on teaching in special classes etc. for both migrant and would-be migrant families, as well as on problems encountered by families returning to their country of origin. These studies should provide information to assist those responsible for policy decisions.

The members of the Conference were fully aware of the magnitude of the task to be accomplished, and in one of the recommendations they stressed the importance of the further contribution which could be made by the private sector - industry and recognised voluntary service organisations - whose efforts should receive official encouragement.

To avoid dispersal of resources and effort, the Conference recalled the need to co-ordinate action taken at the national level by setting up joint committees of representatives from responsible organisations working on behalf of migrants and their families.

With regard to the activities of international organisations, particular attention was drawn to the role of such organisations, to their specific areas of concern, and to the need to grant them the resources necessary for carrying out the tasks indicated by the Conference (while at the same time strengthening the co-ordination of their own activities in this direction).

Although education was the theme of the Conference, it was by no means the sole subject of discussion. The problems confronting migrants and their families, in all aspects of their lives, are manifold and interrelated. The members of the Conference thus insisted particularly on the need to reduce gradually the period during which the families of migrants were separated (1), on the need to ensure access to subsidized housing, and on the need to ensure the benefits of social protection.

Based as they are on educational considerations with a view to the personal fulfilment of migrants as well as to their social and professional advancement, the recommendations drawn up for transmission to the Standing Conference of European Ministers of Education, at its Ninth Session in Stockholm in June 1975, reflect a conviction that the time has come to move on from analysis and appraisal to the wide application of practical measures on behalf of migrants and their families.

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(1) See Resolution No. I, paragraph 1 (a).

II. OFFICIAL OPENING BY MR. GEORG KAHN-ACKERMANN, SECRETARY GENERAL OF THE COUNCIL OF EUROPE, SECRETARY OF THE STANDING CONFERENCE

After welcoming the participants, Mr. Georg Kahn-Ackermann, Secretary General of the Council of Europe, observed that this was the first time that the Standing Conference of European Ministers of Education had organized an ad hoc Conference of this kind in the interval between its regular two-yearly Sessions :

"I am grateful to the Standing Conference for having done this since the subject with which you are dealing is one which has been causing us much concern for quite some time. The passage of time has meant indeed that the need for applying the solutions which you are going to discuss has become more urgent.

I should also like to thank the Italien Government for the part they played in starting the preparations for this Conference, and the President of the French Senate, Mr. Alain Poher, who on the occasion of the 25th anniversary of the creation of the Council of Europe, addressing the parliamentary Assembly of the Council of Europe in his capacity as President ad interim of the French Republic, insisted on the urgency of the problem of migrant workers and reminded us that this army of migrant workers numbering about 10 million people in our respective countries has created a certain number of problems which need to be resolved just as quickly as possible. In this respect I can only endorse what President Poher said here in this Chamber last May.

I know that in different member countries the problems of migrant workers are regarded from different points of view, and that solutions also vary from one country to another. This depends to some extent on the countries of origin of the people involved. Within the Community of the Nine of course the possibilities are different from those which exist in the non-member States of the European Communities. But the fact remains that certain member countries of the Council of Europe and the Standing Conference send millions of their citizens to work in one or another of our countries, and that these countries regard these problems from a still different point of view.

One of the specific problems of migrant workers - and I think you will be dealing with it, particularly considering it has just been the subject of a conference organized by the International Labour Office - is the problem of the great army of workers who have gained unauthorized entry into our respective countries and who cause in consequence a great deal of trouble to the Governments concerned. I can understand this problem and the problems of the Governments concerned, since one cannot say that our member States are in a position to admit an uncontrolled flow of labour and to provide satisfactory conditions for everyone involved.

Happily, in some of our member countries (such as Belgium and the Federal Republic of Germany, as well as in others), there are already opportunities for migrant workers to become better integrated into the communities in which they live through taking a more active part in the life of their mucinipalities. I think in fact that from that point on one should no longer talk of 'migrant' workers, since among the 10 million there is quite a number who have been settled for five or more years with their families in our respective countries, without unfortunately being necessarily able hitherto to influence the life of their municipality, nor being given the chance of acquiring national citizenship of the countries in which they are working and perhaps wish to settle. This seems to me to be a very special problem within the larger community of our 21 member countries. I can see the difficulties which exist, which in one way or another impede integration and adjustment in national communities. But we must not forget that the number of those who would positively wish to acquire rights of citizenship in the receiving countries is much greater than would appear from the official statistics, and we must recognize that barriers to integration and adjustment have in some way and for various reasons been re-erected and even strengthened in the course of the last ten years.

Given the principles for which the Council of Europe stands, the conclusion is inescapable that this problem has to be dealt with. We cannot accept that migrant workers who have been living for five years or more in the host country have none of the rights enjoyed by national citizens of the State in question, particularly when numbers of them have shown that they do not want to return eventually to their countries of origin.

This is really one of the keys to a solution. One must distinguish between migrant workers who go abroad because of ths economic situation at home, with the idea that they can earn more money and then return home with their savings, and those who definitely do not want to return home but come to settle for good in our respective countries. I think we need to tackle this problem and find a solution for those who want to stay in our respective countries for a fairly long time. They must be given rights of participation in one form or another. It would be wrong indeed for solutions to this problem to be worked out on the national level, with the result that they again differed from one country to another. I should be glad therefore if the Conference could formulate some general principles for our guidance in tackling this problem and in working out solutions, notwithstanding the constitutional difficulties which of course on a national level only add to its complexities.

I will refrain from mentioning the many other problems which arise in connection with these 10 million migrant workers. You are about to hear a whole series of statements by experts on this subject. I should simply like to note with gratitude that in the course of preparing this Conference UNESCO, OECD, the Commission of the European Communities and the International Labour Office have taken part in setting up the necessary procedures and arrangements. We thank them wholeheartedly.

You can be quite sure that I myself and the Secretariat of the Council of Europe as a whole attach a very special importance to the conclusions of your Conference. The subject is one of especial interest to our member countries, and it affects them in a highly specific way. If we could manage to lay the foundations for a common solution to this problem within the framework of the Council of Europe along the lines I have tried to indicate, then we should have taken yet another significant step, after a very long passage of time, towards a better future for 10 million of our European fellow-citizens. I am not sure about the exact number of citizens of Council of Europe countries in this figure of 10 million. It may be 7 or 8 million. But the point is, we should certainly have done a great deal for a large number of people, and I am sure that this would be taken note of and appreciated by the Governments of our member States.

For these reasons, Mr. Chairman, Ladies and Gentlemen, I hope that your Conference will be successful."

III. INTRODUCTORY ADDRESS BY THE CHAIRMAN OF THE AD HOC CONFERENCE, RECTOR HENRI GAUTHIER (FRANCE)

Rector Henri Gauthier (France) began by observing that the migration phenomenon was a problem of general concern in the world today, of considerable size and probably irreversible. Simply within the framework of the European Communities, 10 million immigrants were presently living outside their countries of origin. In some countries they represented 15% of the whole population and sometimes even more in certain specific branches of economic activity. He continued :

"The size and variety of these migrations are such that they can no longer escape our attention. They concern populations both within and outside Europe, and they concern supervisory staff as well as workers. They tend increasingly to acquire a character which was not initially much in evidence : namely, the migration of families together with the workers themselves.

An awareness of all these facts, both old and new, should bring all the countries concerned to examine together the problem of migration in a common search for solutions enabling them to meet their obligations to migrant workers and their families as laid down by the principles enshrined in the Preamble to the Universal Declaration of Human Rights. That is simply a matter of duty, an indefeasible obligation - certainly not an act of generosity.

The task however cannot be accomplished without more closely concerted action between all the countries concerned, both immigration as well as emigration countries.

The purpose of this Conference is to work out together a certain number of conclusions and recommendations as generally applicable guidelines for action which each nation can follow in implementing its own policy and in regulating all its own dealings with immigrants. The particular theme chosen for this occasion leads us to focus our attention on matters of education. The recommendations we propose to formulate will therefore be mainly concerned with that subject. Nonetheless we cannot simply neglect all reference to the many aspects surrounding a worker's arrival with his family in a foreign country, and in particular we must concern ourselves with ways of making public opinion more aware of the difficulties immigrants are bound to meet.

Perhaps we should first spell out exactly what we will agree to mean by the term 'education' in this context.

I would suggest that it refers, if you can agree to this, to sets of measures taken to help immigrants and their children to settle satisfactorily in the host country through access to whatever general and vocational training and education they may need and to the provision of conditions generally favourable to the expression and development of their personalities.

Where children are concerned the initial task is to bring them to the minimum level of knowledge of the host country's language which will enable them to pursue normal schooling in the institutions of that country. We should also no doubt wherever possible, with the help of the emigration countries, encourage the complementary or integrated teaching of the mother tongue, especially at elementary level. These kind of arrangements have in fact proved highly favourable to the harmonious integration of children in foreign countries for the time they have to live there through keeping them in touch with the languages and civilisations of their countries of origin. Such teaching will also help in readjusting to life in the countries of origin, in the event of any subsequent return.

In the case of adults measures taken must be designed to achieve three essential and complementary aims : the teaching of the host country's language, both written and oral ; adjustment to the social and administrative conditions of life in the host country ; and vocational pre-training or complementary occupational training. The most appropriate solutions will no doubt be those which take simultaneous account of all three aims.

The formulation of sets of specific recommendations for educational action on behalf of immigrants, both children and adults, can in any event be no more than the first stage in our work. You will no doubt agree that we must also consider from the outset of our work the general conditions for the implementation of our recommendations, and in particular the specific measures to be taken both multilaterally - notably within the framework of the Council of Europe - and bilaterally. This task can of course only be accomplished with the active participation of each emigration and each immigration country.

Multilaterally, for example, we could undertake two kinds of activity likely to be of service to countries and organisations in carrying out their own programme :

- the gathering together of documentation on the civilisation, the culture and the education system of each of the countries concerned, each one being responsible for preparing its own basic material ;

- the provision of information on arrangements in force for preparing people for emigration and for receiving immigrants in each of these countries, including special arrangements for children such as the standardised school career record and the reception classes which, we may note, have been the subject of sustained experimentation by by the Council of Europe over the last few years.

Other forms of action however could not be successfully undertaken except on the basis of close prior consultation and agreement between the host country and the country of origin with a view to the mutual harmonisation of their arrangements for emigration and immigration.

These two types of action - multilateral and bilateral - should help to bring about a necessary change in public opinion, which would be better informed both of the importance of the contribution which migrant workers make to national economies and of the real difficulties they experience in settling in foreign countries. The widespread dissemination of information through the resources offered by modern means of communication should allow us to achieve this objective.

It would in any case seem timely and desirable systematically to promote an awareness of these matters among people called on to have day-to-day dealings with migrant workers and their families - heads of firms, medical and socio-medical personnel, administrative staff and teachers. In the field of education in particular, I know that certain countries with large numbers of immigrants - including my own - intend to promote an awareness of the psychosocial problems of young migrants as a part of the initial and further training of all teachers. Even though they do not specialise in teaching such children on their arrival in the host country, teachers very often have them in their classes later on.

It is moreover the business of each one of us to contribute, in his or her particular field of activity, to the establishment - not only between people but above all between individuals - of this understanding which enables us both to extend a welcome to others and to be enriched personally by contact with foreign cultures. This indeed is the basis of true brotherhood."

IV. STATEMENT BY THE COUNCIL OF EUROPE SPECIAL REPRESENTATIVE FOR NATIONAL REFUGEES AND OVER-POPULATION IN EUROPE, MR. PIERRE SCHNEITER

Mr. Schneiter began by explaining the history of his office :

"In 1952 the Committee of Ministers sought to designate somebody who would look after refugees. In 1952 this was one of the essential human problems in Europe. Federal Germany was experiencing this problem, and so was Italy with refugees coming from territories ceded to Yugoslavia ; Turkey had refugees coming from Bulgaria ; and at that time the whole world was much concerned with this problem.

There are, as you know, two kinds of refugees. The international refugee, who comes within the jurisdiction of the High Commissioner of the United Nations, is someone who no longer has the legal protection of his own country and who is living in a foreign country. The national refugee has the legal protection of his country, but due to events beyond his control can no longer live in that part of his country where he previously lived. Such in fact was the case in Germany, in Austria and in the countries of Eastern Europe. Soon afterwards another problem emerged in Europe. It was the problem of surplus population. With the aim (not yet achieved, of course) of trying to equalise opportunities for all Europeans, some countries requested that the Special Representative of the Council of Europe should also deal with the problem of surplus population.

The four solutions to the problem of surplus populations are : industrial development on the spot ; internal migration ; external migration within Europe ; and overseas migration. We chose not to deal with the problem of overseas migration. There are specialised institutions dealing with it. One of these is represented here, the Intergovernmental Committee for European Migration, which deals in particular with European migration to the countries of America. There remained therefore the three other solutions. We may be proud of the fact that as soon as we came to look into this problem, from 1957 or 1958 onwards, we foresaw in the Council of Europe that migration was going to increase and that the industrial development which was being undertaken throughout Europe would entail migration on a scale far larger than anyone has initially foreseen. Thus it was that we gradually developed particular interest in the problem of migrant workers. As early as 1958 we predicted that towards 1980 there would be 10 million migrant workers in Europe. We were not far wrong. Nobody really believdd us at the time when matters were such that problems forecast for 22 years ahead did not appear to require immediate attention. Nonetheless, the situation has arrived, and as previous speakers have remarked, we do not know to the nearest million how many migrant workers in Europe there in fact are, since there are clandestine movements from one country to another which are not officially recorded. In other words, the figures are only approximative.

The problem of migrant workers thus became one of the essential activities of the Council of Europe. For the Council of Europe is an organisation which generates many ideas. For the 20 years that I have been here, I have seen the birth of so many valuable ideas in so many fields, of which only a few - apart from the Social Charter - have in fact materialised from within this Organisation. These ideas have been taken up by other organisations, and on the whole we ought perhaps to congratulate ourselves on this fact. But we ought perhaps also to be saddened so far as the Strasbourg Assembly is concerned.

The problem of migrant workers of course raises an enormous number of questions, and here I am going to limit myself to those you are specifically charged to deal with.

First, I should mention the migrant worker's Statute, which was drafted about four years ago by experts and transmitted nearly three years ago to the Committee of Ministers of the Council of Europe. Well, the Committee of Ministers has not yet managed to reach an agreement on this Statute, in the drafting of which their representatives took part. The text remains under consideration, but to no result. Imagine however what it could have meant for Europe : the existence of a general multilateral Statute for migrant workers, whose rights would be the same, protected by a text to which reference could be made, whether in France, in Germany, in Belgium or anywhere else. You may be quite sure that this text was moderate in tone and modest in aspiration. But even as it is, it has not been signed and adopted. We proceed therefore by means of Resolutions, which are adopted by the Consultative Assembly, and to which the Committee of Ministers is good enough to give its general approval. Among these Resolutions there are those concerning the education of migrant workers and their families. I will not speak here of vocational training - we have texts on that subject, also - since the Social Committee and other bodies are also dealing with it as well as ourselves.

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Now, as I look back upon past achievements, my feeling is one of satisfaction tinged with bitterness. First of all, the satisfaction : although the task is a difficult one, the Council of Europe has been able to do some good work, not only thanks to the Assembly's support and the decision of the Committee of Ministers to treat the study of migrants' problems as an important question, but also to the assistance of the Advisory Committee and of the various experts who have helped the Committee by applying their skills to particular questions.

Thus, on the credit side, the Council of Europe can point to fifteen Resolutions including Recommendations to Governments concerning the living and working conditions of migrant workers, their human, social and family problems, their return home and so on.

I will spare you an enumeration of these legal instruments, which you will find collected in document RS 249 (74), with comments in document RS 252 (74) ; copies of both are available in this room.

Before each of these legal instruments was drawn up, a very thorough study was made of the prevailing state of affairs so that the measures proposed to Governments would be as coherent as possible and would be specifically relevant to the precise situations they were intended to change ; in this way they would be most effective, always providing of course that the political determination to apply them also obtained.

For more precise information on the subjects which concern you, I may refer you to the briefing paper sent to you, which gives details of what the Council of Europe has done and plans to do through the medium of the Special Representative and under the aegis of the Council for Cultural Co-operation.

As for my bitterness, I must justify it to you, since you have shown by coming to this Conference that you are aware of the problems confronting the millions of men, women and children caught up in one of the most spectacular population movements in history. It might have been fair to expect that every member Government would be willing to apply the fifteen Resolutions so painstakingly worked out by the Council of Europe. As you know, after the expiry of a given period - usually three years, but it is fixed separately for each case - Governments have to report to the Secretariat General on the measures they have taken to implement resolutions adopted by the Committee of Ministers. Well, leaving aside the most recent resolutions no official information has, as yet, been forthcoming on whether or not a particular resolution has been implemented, whilst available information from unofficial or personal sources, or gleaned from the press, makes us feel, justifiably, that the enormous amount of work which we have done up till now at inter-governmental level was full of promise and led people to hope that the Governments would commit themselves wholeheartedly to programmes of standardisation and to concrete action.

Added to this is my disappointment (as I have already mentioned) at the fact that the draft European Convention on the Legal Status of Migrant Workers, drawn up by a committee of experts, has been under consideration by the Committee of Ministers for the past three years, without there being any hope of its soon being adopted and opened to signature as a multilateral convention.

The question of the impact of the Council of Europe's activities on everyday life in Europe exercises not only the Special Representative, the Assembly and other bodies concerned, but also the general public, which is beginning to feel that, as far as the problems we are dealing with are concerned, everyone talks about migrant workers and about the urgent need to do this or that, but that any practical action taken is very inadequate - except in the case of numerous voluntary organisations, to which I would like to express the admiration and gratitude they deserve. And let me add that the countries are not only not doing enough, but that even what they do is sometimes prompted by subjective motives ; these reflect a conception of the phenomena of migration and the problems they give rise to, which, to us, seems outdated ; after all any worker going abroad carries within him basic rights inherent in his dignity as a human being, and any society, foreign or not, has a duty - which is perhaps even more compelling in a foreign society - to guarantee these rights fully.

It is time to abandon the paternalistic approach to migrants' problems in favour of a legal conception based on natural law and, where written law is concerned, on the United Nations Declaration of Human Rights, the European Convention on Human Rights, and the Social Charter. Of course, these rights are their own justification, but they appear even more obvious when we consider how much of their material well-being and their economic and social progress the national communities both of the receiving countries and the sending countries owe to migrant workers.

I have ventured to say all this in the hope of guiding your work on to the right lines, so that, as far as the education of migrants and their children is concerned, your meeting may really mark a decisive turning point in the policies of all our Governments ; for, even if the Standing Conference of European Ministers of Education is only now, in 1974, turning its attention to this problem, I am delighted to see you hard at work on it. And I hope you will bear with me if I venture to insist that the time for generalisations is past and that now - even though everything may not have been said - a great deal of talk, study and spadework has taken place, and that the time has come to act.

We are all well acquainted with the problems, which are often only too dramatically obvious. To mention only one example, referred to in the introduction to the report on the Council of Europe's special classes in the school year 1972-73, which appears in the Council of Europe document, we have heard of cases where children learned only the language of the host country at the kindergarten where they spent the whole day, whilst their parents knew only the language of their home country. You can imagine the dramatic consequences of the resulting lack of communication between these two worlds, which co-existed, as though purely by chance, without ever making contact. That is why Resolution (70) 35 on school education for the children of migrant workers recommends not only that the special classes intended for these children shall provide lessons on the language of the

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host country and special lessons to enable the children to catch up with indigenous children and integrate into the local compulsory school system, but also that they be taught the language of their home country if they do not know it, or given lessons on the language and culture of their home country if they are already to some extent familiar with it.

That we are well aware of the distressing problems of migrants' children is borne out by the report on Theme II ptesented by Mr. Warzee, who gives proof of exemplary sensitivity in his analysis of the problems met with in educating migrant workers' children. His report speaks of the achievements of the Council of Europe as milestones on a road along which we must steadfastly proceed until effect is given to recommendations based on a realistic conception of the circumstances they seek to change. To Mr. Warzee I express my gratitude, as indeed I do to the other two Rapporteurs, Mrs. Morin and Professor Egger, who took on the task of stimulating and initiating programmes of action at this Conference ; these should now be implemented by the Governments and any other bodies concerned.

Our work has not, however, been limited to preparing Resolutions. At my suggestion, and again with the steadfast support of the Assembly, the Committee of Ministers included in the work programme permanent activities designed to give effect by direct Council of Europe action to some of the measures recommended to member Governments. This was, for example, true of pilot schemes for language teaching to migrant workers and special experimental classes for migrant workers' children. If you compare the extremely slender resources of the Council of Europe with the now patently enormous needs, it becomes clear that any action taken by the Council has little more than token significance but, as you will have gathered from the Council's briefing paper, there can (it seems) be no doubt about the importance of the work as an example or its value as an experiment.

Of course, the Council of Europe cannot take the place of member States and make available the funds necessary for solving the problem of educating migrants and their children, but the role of an international organisation is to stimulate and inform so that national bodies know how to go about improving these workers' conditions.

The Council of Europe has continued its work on their behalf by instituting a scheme of grants to help solve the problem of acquiring professional qualifications.

As an additional measure to this end, I have just recommended to the Committee of Ministers that steps be taken to work out a European policy on vocational training, including the training of migrant workers.

I am pleased to see that the report on Theme III, 'Measures to secure the satisfactory provision of opportunities for vocational and technical training and general education for adults and adolescents', includes the recommendation that inter-governmental co-operation be set up with a view to harmonising the objectives and the curricula of basic technical and vocational training. I am extremely grateful to the Rapporteur, Professor Egger, for having thought of this, since a standard basic or 'horizontal' training throughout Europe would greatly facilitate the 'vertical' training of migrant workers according to their own abilities and the demand for skilled labour. Among other things, this would enable migrant workers to take advantage of the basic training which they would share with indigenous workers.

I hope these few words, prompted by a thorough study of the human and social problems affecting millions of people who have been uprooted from their homes, will help to strengthen your determination to ask Governments - forgive me if I repeat myself, but this point seems to me to be of absolutely fundamental importance - to take steps to translate words into actions at two different levels.

First of all : at the level of your respective Governments, which ought to fulfil the commitments they make when they adopt Resolutions of the Council of Europe. For example, we have heard that some regional authorities in a country with a high rate of immigration are apparently intending, for the school year 1974-75, to reduce the already inadequate number of special classes for integrating migrant workers' children into the local school system. Moreover, that same country is apparently reluctant to finance the teaching to these children of the language of their home country, as is recommended in Resolution (70) 35. I well understand that current economic conditions do nothing to bolster good intentions, but I wonder whether any circumstances will ever favour migrant workers and their families.

Secondly : at the level of activities embodied in the Council of Europe's intergovernmental work programme. As I remarked at the outset, we were pleased to see that the Committee of Ministers had given high priority in its Resolution (74) 4 to action relating to migrant workers. It now appears, however, that the need to save money may well keep the yearly number of pilot schemes for teaching languages to migrant workers and of special experimental classes for migrant workers' children, down to its present level. Although this is still no more than a token effort, I have, with the backing of the Consultative Assembly, asked the Committee of Ministers at least to double the current effort. I am sure that the dominant features in your discussion will be your sensitivity and your generally acknowledged expertise, and that these will give great weight to the appeal you will make to the Governments along the lines I have just urged upon you.

I would like to thank you in advance, not only on my own behalf, but also on behalf of the millions of human beings who have left their countries through no wish of their own and are suffering, most undeservedly, from the difficulties with which, as a result, they have to contend. With your help, an era may soon come when emigration will no longer be a necessary ordeal, but will be freely chosen as a sure means of achieving human, professional and social advancement."

V. INITIAL SURVEY OF THE MAIN ISSUES BY THE GENERAL RAPPORTEUR, PROFESSOR GÖSTA REHN (SWEDEN)

Professor Rehn began by observing that there were probably something like two million pupils attending schools in Europe outside their countries of origin. During most of the next fifty years these pupils would be part of the active population, either staying where they were or returning to their parents' countries. Their annual gross contribution to production could normally be expected to be of the order of magnitude of 50.000 French francs or, in total, a 100.000 million French francs per annum. Supposing that each of them worked for forty years or so, one reached a total of 4.000.000 million French francs, or about 1 trillion dollars - that is, nearly one year's national income of the United States of America. Most of this they would consume, either privately or as users of public services such as schools and hospitals. The latter they would partly finance by paying taxes. Some of them would pay much more than they received, others the contrary, according to their different levels of income. Some of them would be a positive burden on society because of illness, alcoholism or crime. The actual outcome of positive and negative factors would depend on whether they would be well or badly educated and integrated into their future economic and social environment.

Professor Rehn insisted that the figures he used to paint this general picture were only arithmetic examples given as food for thought. He had not discounted them to present-day values nor blown them up in view of future increases in productivity. Everyone could make his own estimates about the value of the work of already working migrants, who probably numbered about seven million in all, and think about the difference it would make according to whether they were well or badly integrated into their host communities. It should also be noted that the figures advanced of millions of millions of French francs were, in another respect, a substantial underestimation. The two million children mentioned would certainly be followed by a large number of other children - brothers and sisters, for example - because the fertility of immigrants was on the whole relatively high. The total number of migrants' children under eighteen years of age seemed to be approaching three million. Statistics were not very reliable in this area, and one knew even less about the actual numbers of pupils in pre-, primary, secondary and vocational schools. The point however to be made in this context was that the number of immigrant children would be rapidly increasing, whatever happened to the actual number of immigrants as such.

Having offered this general picture of the situation, Professor Rehn commented on it as follows :

"What we do now and during the next few years to these children and youngsters determines what is going to be the real magnitude in the coming decades of the hypothetical figures. If we are successful - that is, if we succeed in giving them a good general education, a good vocational training, and the opportunity to become well integrated into society - they will contribute positively as producers of goods and services and as payers of taxes. In this case we may also assume that they themselves are satisfied with the outcome of their migration.

If we fail in this task, many of them will also fail in life and always remain low-skill intermittent workers, often unemployed, and costly inhabitants of hospitals and perhaps even of prisons. This will be so either because they are unhappy and behave irrationally as unhappy people often do, or because they will not have developed a normal measure of loyalty towards the societies and communities in which they live, whether in the host country or the country of origin. Much indeed will depend on whether the education they receive in schools and homes will have built up their personal identities in a positive way or not.

Particularly during the early 1960's economists succeeded in persuading governments that the expansion of education would be, in societal terms, a profitable investment. School education for young people has expanded enormously, and the same economists are now beginning to suspect that the provision of more education to young people in advanced societies, where schooling is already compulsory up to the age of sixteen and many continue in secondary and higher education after that age, no longer makes much of an additional contribution to economic growth. Thus, if we want to provide more education, it should be for other reasons - for example : either because we want to promote equality and justice between different social classes, or because we regard education as a service to consumers, an expression of affluence in the same way as more television programmes. But when it concerns millions of present and future migrant children, the situation is different. We know that most of them are placed in a difficult position by the change of language environment. There is a great danger that they will be given a wrong start in life, with the result that they will not become good producers and taxpayers - that is, assets to society as well as to themselves and their future families - but, instead, very costly and unhappy social and economic failures. Here, therefore, we must reason in the same way as economists were reasoning about the education system in general fifteen years ago, to the effect that more and better education would be a very important and valuable form of investment in human capital.

Let us assume that the difference between bad and good solutions of the problem of how to educate the migrant children now in our countries could make a difference of 10% more or less in the value of production by two million future members of our work force. In terms of the economic value of production, this would mean a difference of plus or minus 10.000 million francs a year. For the forty years of their working lives it would represent 400.000 million francs.

I have presented this in cold, technocratic, economic terms. But we should remember that this also means the creation or avoidance of immense amounts of human unhappiness, or of success and happiness. If we let people grow up under constant humiliation in schools and playgrounds, and if we give them only second-class education, we cannot expect them to become good workers and loyal citizens. We should rather have cause for surpise each time one of these children does not become a destructive element, costing society many times more than he or she ever will contribute.

I do not say that all two million migrant pupils are now receiving a bad education and will therefore lead unhappy lives. But we must recognise the obvious risk that very many of them will do so because we know so little about how to secure optimal results from education, once it has been disrupted by a change of country or residence, implying a change of language. Nobody pretends that we know what are the optimal educational methods for any children. But the particular disadvantage of immigrants' children is undeniable in pedagogic terms, and social research has not left us very well prepared to cope with the particular 'baby bomb' which more than a decade of emigration has produced. The parents of these children have of course migrated in order to improve their lot, and often both they and their children will find that the result was good. But what we should consider here is the difference it makes whether the adjustment to the new situation is good or bad, successful or unsuccessful.

If industrialists were faced with investment decisions determining the success or failure of activities which involved several billion francs worth of business and a margin for profit or loss of many thousand million francs per year, they would prepare this investment by means of research and carefully planned experiments on such a scale and in such form that they would minimize the risk of disappointment. They would set up pilot operations with experimental equipment at, say, 1/10th of the scale of the final operation. They would not hesitate to spend some thousand million francs for the purpose of preparatory research and development. But when the millions of million francs at stake simply represent the risk of human tragedies versus the chance of happy lives and self-esteem of several million people, how much do decision-makers spend on research and experiment in order to make their decisions rational ? Maybe, if we add up the research activities of all governmental agencies and research institutions in all the member countries of the Council of Europe, we should arrive at some dozens of million francs. It is symptomatic of our mishandling of the issue that nobody really knows how much it is. But in any case it is at most only a tiny fraction - one promille - of the economic values involved. In relation to the enormous but unquantifiable social and human values connected with them, it is practically nil.

For this Conference we have received reports on some experiments in the teaching of migrant children. These concerned about half a dozen experimental classes in a handful of countries. I think that it is a misuse of words to call these "experiments". True experimentation would mean arranging a great number of trials of systematically varied methods under controlled conditions in which the children's background, the quality of the teachers, the sociological surroundings etc. were rendered comparable - at least, to the highest possible extent. If we want to arrive at results whose validity and reliability can stand the test of normal scientific scrutiny, there should be many thousands of pupils involved. We should have classes consisting of pupils born in their parents' country, and others consisting of those who were born in their host country but have learnt their parents' mother tongue at home. We should have classes with children who start their schooling in the host country, and other classes with children who already have had one or more years of schooling in the country of origin. There should be segregated classes and mixed classes. There should be teaching of the child's mother tongue for two hours a week in some classes, and for four, ten, or twenty (or zero) hours a week in others. And there should be tests after one year, two years, ten years etc. to show what the longterm results are likely to be.

Compared to the two million pupils we have at present and the unknown number of future children we shall have to think about, and compared to the enormous costs and losses in economic as well as in social/human terms which the use of bad methods will entail, the costs of these experiments, even if they involved some tens of thousands instead of a few hundred pupils, should be regarded as very small.

All that has been said so far about migrants' children applies mutatis mutandis to the training of adults and to the rapidly developing programmes of recurrent education for people of all ages. We may take note that recurrent education, which happens to be the main subject of the Ninth Session in 1975 of the Standing Conference of European Ministers of Education, to whom our resolutions are going to be directed, is bound to be of great positive importance for migrants, provided systems are so designed that they can be applied to this purpose.

I would suggest that we do not go home from this Conference without a firm intention to induce our Ministers and Governments to undertake programmes of experimentation, on a scale that bears some meaningful relation to the dimensions of the problem before us, with a view to determining what are the best methods of teaching, educating and training migrants, both young and old, in every kind of situation they are likely to find themselves. There ought to be a co-ordinated European Research and Development Programme, in which both emigration and immigration countries as well as representatives of the migrants themselves should take part.

It is of course not only in respect of the volume of research to be undertaken that we can draw some conclusions on the basis of my introductory observations on the order of magnitude of the values at stake. We may also conclude that there would probably be very sizable benefits from spending more resources actually on educational activities for migrants and their children, including vocational training and the teaching of both the language of the host country and the migrant's mother tongue. Obviously this is the main thing in relation to which research is an auxiliary matter. Admittedly, the teaching of the mother tongue will often be difficult and costly to undertake, particularly when there are some ten different languages represented in one classroom. But precisely because of these difficulties, we really should make a persuasive effort to convince Governments that they must promote positive - and counteract negative - development tendencies in this area and to try to find out better what to do, quantitatively and qualitatively, not only in regard to language education but also in regard to general education and vocational training. In this respect we have come to believe, if I have interpreted the reasoning of the preparatory working groups correctly, that we are beginning to understand some things a little better than we did a few years ago, even on the basis of the small amount of research that has taken place. This is so particularly in regard to the importance of the home language or mother-tongue for the development of the personal identity of an individual, and its importance in providing a strong basis for the development of functional intelligence and mental stability and harmony. In this area we may be approaching a real breakthrough for new policies. At least two of the three working groups of this Conference have suggested amendments to the draft resolutions before us, amendments which stress the particular importance of the mother-tongue and the importance of perfecting every migrant's command over his original language and of his keeping contact with the culture of his country of origin.

I hope all participants will agree about this : a great effort should be made to ensure that migrants, both children and adults, improve their capacity to use their own home language properly, the precise purpose of this being to enable them to become bilingual and not remain 'demilingual' or sprachlos (without language), as they say in Germany.

A delegate from Finland in Working Group II hit the nail on the head when he observed that it was always easier to earn the second million than to pile up the first one. Similarly, it is easier to learn a second language once one has learnt one's first language thoroughly.

Precisely because we understand easily that the immigrant needs to learn the host country's language, we should also accept that the host country should help him in mastering his original language, which is the language in which he thinks - his Denksprache, as we learn it is called by our German colleagues who have had particular reason to develop their thinking and terminology in this area. This is not something to be done only on behalf of temporary migrants or 'guest workers' who will sooner or later return to their home countries, but also on behalf of immigrants who intend to settle for good in the host country. Increasingly, educational research workers and psychological research workers in immigration countries seem to be reaching this conclusion. It was in part the basis of the Canadian programme for bilingualism and biculturalism, which was decided upon in 1971. It is also central to Swedish-Finnish co-operation and to the recent recommendations of the Swedish Commission on Immigration. The recommendations of the Council of Europe's symposium on these issues, held in Finland in 1972, the conclusions of the seminar of experts organised by UNESCO a year ago, those of the colloquy organised by ILO last month, and the statement made here today on behalf of the Commission of the European Communities all seem to lead in the same direction.

The precise impact of this insight still needs to be subjected to further research and experimentation. But in terms of practical policy-making, we must obviously all act to the best of our understanding. We must understand - perhaps mainly intuitively, but nonetheless with some research support - that the immigrant adjusting to life in a new country needs a basis for self-respect and pride which should naturally come from a continuing contact and identification with his original language and home culture. Otherwise he risks becoming a rootless person with a propensity for disruptive behaviour, unstable at work, and with a tendency to display other reactions hostile or antipathetic to his environment.

This then is a second suggestion : that we should regard the few lines in our resolutions about the teaching of the immigrant's mother-tongue as something special to which all delegations should draw their Ministers' attention, with a view to discussing the proper scale of effort to be made in this direction.

We should also draw the attention of Ministers and public opinion to the great positive value of genuine bilingualism and biculturalism as bridgeheads for international co-operation. If we solve the problem of integration properly, and if we neither apply policies of enforced cultural assimilation, nor policies of ghetto creation for pools of low-status people to carry out the low-status jobs for us in affluent economies, our immigrant communities could come to constitute such bridgeheads.

There are fifty or more points on which the three preparatory working groups have made recommendations. These are the points on which we believe we know what action should be taken, and this Conference is invited to ask Ministers of Education to take such action. I cannot make a full survey of all these suggestions. That is a task for the respective Groupe Rapporteurs. But some further general observations on my part may be warranted.

We may note that European migration appears to be at a sort of turning-point. Both immigration countries and most emigration countries seem determined to break the strong upward trend in the number of migrants. Immigration will continue, but efforts are being made to keep it down at or near to the rate of re-migration so that the number of foreign workers stays where it is or increases only slowly - at least in respect of people coming from outside the respective "free" areas : that is, the European Communities and the Common Nordic Labour Market.

The reasons for this may in the short run coincide with conjunctural factors. But it is evident that there is also a long-term tendency stemming from political considerations : a fear of social-ethnic conflicts, a fear that we are not able to solve the problems we are creating through unrestrained migration, and - to put it squarely - a fear of xenophobia. Partly, too, there is a growing realisation that probably most of the migrants already living in the highly industrialised countries of North-West Europe are going to settle and to demand permits (insofar as formal permits are required) to let their families join them, and to demand better housing and other expensive investments in schools and other collective facilities.

There are those who are beginning to believe that immigration, even in economic terms, does not give any net advantage to the immigration country notwithstanding the fact that employers who want to import manpower feel that they can increase the profits of their enterprises in this way. (There are of course investigations purporting to show the contrary - that is, still positive gains for the immigration countries - but all cost-benefit calculations of this kind are precarious and can be contested.).

At the same time, most emigration countries are coming to feel more and more strongly that emigration is a loss to them notwithstanding the help to their balance of payments that remittances from their citizens living abroad can give, and notwithstanding the great numbers of unemployed or under-employed people they still may have. They perceive that emigration increasingly consists of skilled or at least semi-skilled workers. The sources of emigration within Europe are therefore tending to dry up. The future sending countries are tending to become more and more distant, both in geographic and in ethnic-cultural terms.

The belief that a much higher proportion of foreign workers than was sought earlier are going to stay, means that our Governments increasingly perceive the necessity - or the advantage - of doing more to integrate those who were previously thought of as "guest workers" as permanent citizens in the economic, social, cultural and political life of the host country.

At the same time and for the same reason, emigration countries perceive they must act more effectively to minimize their losses and to get at least some of their citizens back once they have acquired useful skills in the industries of Western Europe.

All this adds up to a case for organising migration rather better than it has been hitherto. Both parties - that is, both types of countries - should frame agreements in the same spirit and on the same lines as organisations of workers and employers in individual countries. By recognising their conflicting interests and the need for sensible compromises, they could develop "antagonistic co-operation" to their mutual benefit and also to the benefit of migrants. To work out this co-operation is going to be a great and demanding task, even if the stream of migrants in both directions will be smaller than hitherto. Probably one will come to apply the idea that immigration countries, in one way or another, compensate the emigration countries for what they receive. Recognising partly conflicting interests, we shall try to develop a European solidarity.

I submit one suggestion in this context. When countries want to brake the migration stream, should we not try to avoid bureaucratic regulations, quota systems and other rigid arrangements ? Would it not be more rational and more human to let this braking come about by putting employers to the test, so that they would not be permitted to engage foreign workers unless they paid the price ? This price should cover at least part of the costs entailed by the social integration of immigrants and their families, costs hitherto borne - to the advantage of employers - by others. There could either be a fee, as in Germany (1.000 DM per work permit) and in France (where, according to a Parliament decision yesterday, a similar amount is involved), or an obligation to pay wages and other costs for a considerable amount of language training during working hours (as in Sweden, where the costs involved are at least 7.000 French francs or about 15% of a year's wage). At least part of the funds involved in such payments should presumably be used to provide some measure of compensation to the emigration countries and so help in stimulating and financing investments in these countries. We would thus begin to do something about bringing jobs to the workers instead of only asking workers to come to the jobs. Within the host countries, such funds could of course be used for promoting the education and training of immigrants - on the lines, for example, of the Swedish 240 hours language training rule.

During my time as an international civil servant in OECD, I often observed that the exchange of information in high quarters on the social policy experience and experiments in some countries, could have a very intense effect - sometimes a positive shock effect - on the opinions and practical policies of others.
I hope therefore that the valuable but somewhat dry information which representatives of participating countries have given each other in the country reports for this Conference, will be supplemented in our discussions here - in and outside the conference chamber - by livelier pictures and clearer indications of what is actually going on. Were those splendid new schemes which were started a few years ago in countries X, Y and Z really as successful as people in these countries expected, and as we all would have hoped ? Or could representatives from countries X, Y and Z now inform their colleagues from other countries that

it would be wiser to use their resources and direct their efforts in another way ? Or have they perhaps discovered some sine qua non for success, which was overlooked during the first phase of the experiment ? What went wrong and what went well ? And what would they advise others, who are perhaps on the point of setting out on the same path, either to do or to avoid ?

The texts of international recommendations tend to enumerate at great length every desirable action that ought to be taken. Such texts are of course useful as check-lists for what we should all go home and think about. But we also need to learn and to get practical advice from each other, about how to take certain kinds of action and what to concentrate our limited resources upon with highest priority. There may be cases where one country or another has already had the experience that a certain problem grows and gets worse if nothing is done about it in time. There may be cases where we can learn from others that the cost-effectiveness of a certain method seems to be particularly high. The recommendations formulated by the three Rapporteurs, as amended by the Working Groups, have certainly shown the existence of, and pointed to a large number of, such experiences. But it is always useful to get some flesh on the bones.

Therefore, Ladies and Gentlemen, please tell us frankly what are your disappointments and your successes, so that we can all learn practically from each other how to tackle the great task before us, bearing in mind that we are called upon to resolve problems affecting the future lives of millions of human beings."

VI. STATEMENTS ON BEHALF OF THE INTERNATIONAL ORGANISATIONS

VI (a) STATEMENT BY THE REPRESENTATIVE OF THE INTERNATIONAL LABOUR OFFICE, (Mr. J. Lasserre-Bigorry, General Conditions of Work Branch) :

"Little by little the migrants of the world are emerging from the shadows, as the opening declaration by Mr. Kahn-Ackermann, Secretary General of the Council of Europe, your own address, Mr. Chairman, the statements by Mr. Pierre Schneiter, the Special Representative of the Council of Europe, and the report of the Rapportteur General, Professor Rehn, have shown us.

As times and trends have altered, so the intensity of the efforts made on behalf of migrant workers by the International Labour Organisation, of which the International Labour Office is the secretariat, has varied. A new impetus was given to its activities in this field by a Resolution which the International Labour Conference adopted in 1971. I cannot describe ILO's vast programme on behalf of migrant workers in detail here and shall therefore restrict myself to its main components, emphasising those which are especially concerned with education and training.

The African migrant problem was one of the subjects tabled for discussion at ILO's Fourth African Regional Conference held in Nairobi November/December 1973. Migration within and into Europe was also discussed as an aspect of employment policy at ILO's Second European Regional Conference in January this year. Migrant workers were also on the agenda when the International Labour Conference met in Geneva last June for its first discussion of a Convention and Recommendation to replace those adopted in 1949. The 1949 Convention and Recommendation laid particular stress on the preparation of migrants prior to departure and on information and training for them, and have been implemented to a very large extent - particularly in the case of intercontinental migrations - in ICEM's operations.

I will not weary you by enumerating all ILO's activities on behalf of migrant workers, some connected with social security (often effected in close co-operation with regional organisations such as the Council of Europe and the European Communities), some concerned with safety and hygiene at work (in co-operation with WHO), and also studies on reception services for migrants, on their integration in the professional relations machinery, on measures to protect them against discrimination, on the economic and social effects of migration and the return of migrants to their countries of origin and on problems peculiar to certain branches of activity such as building, public works and hotel and hospital employment (in co-operation with WHO).

This very week a seminar is being held by the International Labour Office in Buenos Aires on migration in South America, with participation by UNESCO, ICEM, the OECD Development Centre and intergovernmental and non-governmental organisations in the region. A similar seminar will be held next year to study migration in West Africa. Finally, a meeting of experts will take place in Geneva in October 1975 to assess and reorientate ILO's programmes for migrants.

Most of the activities which I have just listed have educational aspects. This is true, for example, of the draft Convention and Recommendation which are to be discussed for the second time by the International Labour Conference in June 1975. The draft Convention deals with clandestine migration (international trafficking in manpower) and with measures to promote equality of opportunity and treatment, whereas the 1949 Convention was merely concerned with legal and administrative equality. The draft Recommendation supplements the Convention in the matter of equal opportunity and treatment, advocates the adoption of a migrants' welfare policy (with emphasis on reuniting families, protecting health and providing social services), and recommends various minimum safeguards with regard to employment and residence. A reading of the drafts will show you that they are absolutely crammed with provisions applying to information, education and training for migrants.

Last week saw the end of a symposium of experts on the education of workers, held by the International Labour Office in Geneva. The report of the symposium, which unfortunately is not yet available, suggests two axes for such work. One is concerned with migrant workers themselves and seeks to promote integrated educational activities for them. The other is directed towards indigenous workers - and public opinion as a whole - in the receiving countries, with the aim of securing a greater measure of understanding.

The present Conference's work will be particularly valuable for the development of the studies which ILO is to undertake in 1975 (and which will continue after that) on the problems of vocational training for migrants - first of all, before their departure ; then in the receiving country ; and subsequently, on their return.

The problems of migrant workers and their families are thus being dealt with by ILO at world, regional (or sub-regional) and sectoral levels simultaneously. ILO's work in this field is concerned with the establishment of standards (adoption and application of conventions and recommendations) ; research ; the dissemination of information ; and technical co-operation for the benefit of the developing countries.

The problems involved are able all being dealt with through mutual technical co-operation and assistance between the various Organisations. The International Labour Office's preparatory reports for the International Labour Conference thus referred at length to the work done by the Council of Europe at the Special Representative's initiative, and to that done by the European Communities. Last year most of the international organisations represented here - as well as several of the Governmental representatives - took an active part in the meeting of experts called by UNESCO in preparation for the drafting of its programme for migrants.

The European Code of Social Security and the European Social Charter (which deals with migrants in Article 19) are the product of joint efforts. I cannot mention here all the activities undertaken and successfully completed by ILO and the various international and regional organisations - the United Nations, WHO, UNESCO, OECD, ICEM and of course, above all, the Council of Europe - as well as non-governmental organisations too numerous to mention.

It is still too early to tell how far the new trend in migration policies recently adopted by certain countries, particularly in Western Europe, will in the long term stabilise. Assuming that we are on the verge of an economic crisis, what effect will it have on migration ? Just as we now know that economic stagnation can co-exist with inflation in the form of stagflation, so we know that unemployment at certain levels is wholly consistent with a grave shortage of manpower in particular sectors and certain trades.

The problems of migrant and foreign workers have been included as one of the main items in the long-term plan from 1976 to 1981, submitted at the February/March 1974 session of the International Labour Office's Governing Body. It therefore seems likely that ILO's extensive programme for migrants will continue, in co-operation with all those concerned, and in particular (having regard to the special nature of migratory mivements) with the regional organisations. This fact in itself indicates the International Labour Office's great interest in meetings such as this Conference."

VI (b) STATEMENT BY THE REPRESENTATIVE OF UNESCO

(Miss Mina Koroma, Division of Equality of Educational Opportunity) :

"On behalf of the Director-General of UNESCO, I should like to express our appreciation for being invited to participate in this Conference.

While it is true that the Migrant Workers programme is a new one in the programme of UNESCO, it is by no means of less importance than the others in the Division of Equality of Educational Opportunity. It is just an extention of UNESCO's policy to achieve without discrimination the right to education for all.

Interest in the education of migrant workers and their children was aroused during the seventeenth session of the General Conference of UNESCO in 1972, when the delegations of the Federal Republic of Germany, the Netherlands and Sweden submitted a draft Resolution aiming at the provision of educational facilities for migrant workers and their children.

Although the General Conference appreciated the activities so far undertaken by UNESCO with a view to achieving without discriminating the right to education for all - in particular, for certain disadvantaged groups of the population such as girls and women, the mentally and physically handicapped, or refugees - the General Conference was in favour of a specific and innovatory programme of UNESCO for migrant workers.

Significantly, this addition was made not by the Secretariat but by the delegates to the General Conference themselves. This is significant for two reasons : one welcome, and the other less so. The welcome reason is that this new programme has considerable importance in the eyes of delegates themselves. The less happy aspect is that since they voted it in after the budget ceiling had been fixed, no regular programme funds were available this biennium for the new programme, which has had to depend on economies effected elsewhere in the education sector and on voluntary contributions of member States. In any case Resolution 1.142 was adopted in which the Director-General was authorised to further the effective and universal recognition of the right to education and to promote equality of educational opportuniry and treatment. To that end the Director-General was authorised to seek extra-budgetary resources for assisting member States to take concrete measures to secure equality of access to education and of educational opportunity for foreign migrant workers and their children, and to improve that education - their mother tongue being used in it as far as possible. (Resolution 1.141 adopted by the General Conference at its seventeenth session invited all the member States of UNESCO to take concrete measures to facilitate equality of access to education and of educational opportunity for foreign migrant workers and to improve that education.)

About a year ago, two European countries which are hosts to migrant workers, having been approached by UNESCO, agreed that it might be of mutual benefit for their Ministries of Education to continue collaboration in a number of fields including the education of migrant workers' children. Other European countries have indicated their interest in doing a survey on migrant workers' education.

In order to provide advice and guidance for the development of UNESCO's programme for the education of migrant workers and their children, a consultative meeting of a group of experts was held from 22 to 26 October 1973 in Paris. By having participants from the major European host countries and from representative countries of origin - as well as two consultants who were themselves North African migrants in a Paris motor manufacturing firm and who therefore live daily with the problems these workers face - the Secretariat hoped to explore the full range of issues involved. I have copies of the report and working documents of this meeting available here for any of you who might be interested. Its purpose was to assist the Secretariat in preparing the broad lines of both a short-term and a long-term programme of international co-operation, and in defining both the principles for action and an operational framework.

The problem of migration is not confined to Europe but exists in many other parts of the world. However, of special interest to the Council of Europe is the fact that at the experts' meeting it was agreed that for reasons of effectiveness (and because of the limitation of funds and personnel) UNESCO's programme should for a start be limited to Western Europe as the host continent. This would give UNESCO a new range of activities in its industrialised member States, some of which may sometimes feel that they do not have their fair share of the UNESCO operational programme. In addition, it would highlight UNESCO's role in stimulating co-operation both between member States of the same region and between one region and another (for North Africa and West Africa are of course major sending regions of European migrants).

The North American region was represented at the experts' meeting by officials of the United States Government dealing with the educational problems of Mexican migrant labour. The Council of Europe was represented by its Population and Vocational Training Division.

While the Secretariat will have to avoid any possibility of duplication of effort, UNESCO's action cannot remain restricted to Europe but must envisage contributing in the future also to the solution of similar migration problems existing in Africa, Latin America and even Asia. It might be added that the Secretariat understands the schooling of migrant children to constitute only one part of the overall problem faced by the migrant family. Any activity in favour of the education of school children should therefore be seen within the context of a global approach which should deal (among other subjects) with vocational and technical training of adolescents and adults as well as parent education, literacy and adult education. Only such an integrated programme can allow migrants to adapt to the society of the host country whilst retaining their own cultural identities as well as developing skills and technical knowledge which would facilitate their reintegration into the social and economic life of their country of origin.

On the whole little has been done, and the Secretariat has not yet acquired its own experience in the education of migrant workers and their children. However, the Divisions which are responsible at Headquarters for adult education and youth activities have been confronted with certain aspects of the problems raised by migration movements. For example, the Director of the Youth Division attended in December 1972 an international seminar on problems of training foreign workers and their cultural integration (with special reference to young people) organised by the German Commission for UNESCO and with financial support from the Organisation. Furthermore, UNESCO was represented in 1972 and early 1973 at working parties of the Committee of Senior Officials of the Standing Conference of European Ministers of Education, which met with a view to preparing this ad hoc Conference, as well as at an international colloquium organised in March 1973 by the International Children's Centre in Paris.

Summaries of possible projects in the migrant workers' programme for 1975 and 1976 have been referred for study by the Secretariat to the appropriate authorities in certain European host countries. The projects include case studies, an international seminar, literacy programmes for the spouses of migrant workers, and an experts' meeting. Quite a number of countries have indicated, during the eighteenth session of the General Conference, their interest in these projects.

I am sure that not long from now, some other countries will join us in our efforts to achieve this all-important goal : to identify the problems encountered by migrants in adapting themselves to the host country, and in readapting themselves on return to their countries of origin.

On behalf of the Director-General of UNESCO, I wish you all a successful Conference."

VI (c) STATEMENT BY THE REPRESENTATIVE OF OECD (Mr. Gianpiero Rellini, Directorate for Social Affairs, Manpower and Education) :

"Thank you for giving me the opportunity to indicate (albeit in barest outline) what OECD's current preoccupations are, and what are the potential links between your work and our analyses - which may perhaps seem materialistic and even cynical to you, but which have to allow for certain hard facts.

As you certainly know, OECD has had for two years now a system for the permanent observation of migrations, which should help it to forecast change and detect phenomena which are likely to result in special or critical situations. (1)

The last report on this system underlined the well-known fact that the main European immigration countries have decided to check the migratory flow. These decisions - some of which may seem to have connections with the so-called energy crisis, with international financial problems and with the need to combat inflation by influencing overall demand - are in fact due mainly to social and political factors. The entire process gives the impression that advantage has been taken of an imminent economic downturn to get through restrictive decisions which were in fact designed to counter what were considered critical trends in the social and political spheres. If one compares the fairly energetic action taken by the various immigration countries to meet changes in their employment situation and in the situation with regard to employment of foreigners (as expressed theoretically by demand on the part of employers), it becomes clear that the freeze on migration is due less to the economic situation than to social problems which are expected to arise in the near future.

Coupled with the fear of upheavals caused by the marginalisation of expanding ethnic groups, this expectation has led to the taking of precautionary decisions. Even if these decisions are one day changed, it is hard to imagine that the trend which gave rise to them will be reversed.

There is indeed every likelihood that the situation will persist. Even if modified at a later date, this step to immigration is such a time reflection of Governmental thinking and the socio-political needs of the countries which employ foreign manpower, that it can never be totally reversed : in these Governments' eyes, the social and political drawbacks of immigration have apparently come to outweigh its immediate economic advantages. On the other hand, the need for manpower will again be felt when the threatened 'crisis' has passed : there can be no question of letting indispensable foreign workers go, and this is perhaps the reason for sparing them now. The integration process is thus under way and steadily expanding, and the nominally temporary migrations of the 1960's are tending to become permanent - at least as far as the period of active working life is concerned.

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(1) This system operates through a number of national correspondents, two of whom are in fact here as their countries' representatives.

Under these circumstances, the need for foreign manpower should in future be satisfied not so much by limited inflows designed to replace and maintain labour reserves as by employing the steadily increasing number of members of migrant families. Foreign manpower resources have already been swelled, by the recruitment of women and young people into the work force, and the trend towards reuniting families is growing. At the same time these processes are marked by certain inherent contradictions. First : the reunion of families tends to increase the foreign population figure, which certain countries are determined to stabilise. Secondly : the second generation of foreign workers will necessarily be more demanding than the first and will refuse the unpleasant or low-grade jobs which usually fall to migrants.

We can thus see that there are - at this turning-point of 1974 which coincides with a 'crisis' necessitating the re-evaluation of certain forms of growth in the so-called capitalist economies - the germs of a fairly radical medium- and long-term transformation of the labour market structures of the industrial countries. The new measures to halt immigration, which are usually unilateral, show just how unequal migratory 'exchange' has actually been - both in principle and practice. These measures may, however, prove beneficial to certain emigration countries by forcing them seriously to re-consider their development policies and to reorganise their labour market.

It would seem therefore that future policies could be directed more clearly than in the past to the integration of foreigners in the immigration countries and to the development of the emigration countries. In both cases, requirements for education and training are bound to increase and policies of international co-operation will become increasingly necessary.

It is with these points in mind that OECD is carefully following your work and is ready to learn from it and to offer its co-operation or, if necessary, to undertake specific activities in this field itself - taking care to avoid overlapping with the work of other international organisations. You will note in this connection that OECD's programme on migration is now administered by a single Directorate, which is responsible for manpower policies as well as for social affairs and education ; this marks a growing awareness of the problems which are of concern to you. I should add that our Working Party on Migration (which is to meet at the end of January 1975) is to reconsider OECD's role and to try to re-situate migration problems in the overall context to which they belong. This is yet another reason for the interest which OECD is taking in the proceedings of the ad hoc Conference."

VI (d) STATEMENT BY THE REPRESENTATIVE OF THE INTERGOVERNMENTAL COMMITTEE FOR EUROPEAN MIGRATION (ICEM)

(Mr. Raymond Rodié, Counsellor) :

"The Intergovernmental Committee for European Migration (ICEM), which has 32 member governments and deals with migration problems and assists both national migrants and refugees in their travel and resettlement overseas. It is therefore an operational organisation.

From the outset ICEM has concerned itself with the preparation of would-be emigrants believing that in order to have the best chance of becoming successfully integrated into the new country it is necessary to receive help in finding a satisfactory job and in establishing contact with the new environment. That is why the organisation has concerned itself with language teaching.

Immediately after its foundation in 1952 ICEM started Portuguese courses in Athens for Greek emigrants intending to settle in Brazil. Then, gradually, language-teaching programmes developed until courses were organised in Italy in English and Portuguese for candidates wanting to settle in Australia and Brazil. The same English classes spread to Greece. The language courses went together with vocational training often organised in conjunction with ILO to give migrants greater experience and improved skills in their chosen professions.

Then, as the ICEM-supervised migratory movements to Australia, Canada and the United States of America increased, new plans for language teaching were prepared and put into effect for national migrants and refugees besides those of Greece and Italy. They embraced the following countries : Austria, West Germany, Spain, Malta, Lebanon and Turkey. Spanish classes were included in the curricula of those intending to go to Latin American countries. In America, and particularly in Brazil and Columbia, further language training courses for new arrivals were set up together with vocational retraining classes and refresher courses in national technical centres.

At the General Directorate of ICEM in Geneva a post of Language Teaching Administrator was created, for the purpose of directing and guiding administrators in each of the countries where courses were held, whose responsibility it was in return to supervise the many teachers. All classes include migrants of both sexes.

For persons not able to follow the organised courses because they live too far away, correspondence courses were set up covering (principally) Belgium, the Netherlands and the Federal Republic of Germany.

In the field of language teaching the organisation has very carefully studied the evolution of teaching methods.

Quite apart from the special works produced by ICEM to give a rapid knowledge of English, French, Portuguese and Spanish (and which help a person to 'get by'), modern audiovisual techniques, tape recordings, films, projectors, picture card series, special charts etc. have been used. ICEM has also taken part through its supervisors in symposia and seminars to discuss ways of improving teaching methods.

At the end of 1973, at the invitation of the Council of Europe (which financed the course), ICEM organised in Italy a pilot course in German for Italians wishing to emigrate to Germany - that is, in an inter-European migration context. Similar courses with the same aim and financed by the Italian Government have already been organised and others are intended for the end of 1974 and 1975.

ICEM action in the field of language teaching from 1952 to 1974, although it may not be very well known, can be described as productive. In fact, if one counted up all the would-be migrant learners, whether national migrants or refugees, who have either attended classes or followed correspondence courses under the direct supervision of ICEM or under its auspices, the number might well be in the order of 200.000 (including members of families) covering twelve countries in Europe and Latin America.

A paper on language teaching by ICEM has been prepared for this Conference, in which its activities in this field are set out in greater detail.

The important contribution thus made to migration has helped the adaptation and integration of newcomers into the country of their choice and given them better prospects of social advancement in their various sectors.

Furthermore, at the time when a migrant is choosing a country and preparing to go there, very extensive documentation is supplied on the chosen country - on its customs, working and living conditions and main social laws - in short on everything that awaits him on arrival.

Finally, I should like to say that in May 1973 ICEM organised in Geneva its first Seminar on Adaptation and Integration of Migrants. Representatives from forty European and overseas countries (both members and non-members of ICEM), from eight international organisations and from several voluntary agencies dealing with migration or connected problems, attended the seminar. The meeting, which was presided over by Mr. Fourdin of Belgium, brought together 150 participants who discussed the reports of five governmental experts. A second symposium is planned for the second half of 1975, at which the work of your Conference will certainly be taken into account. Its aim will be to expand the scope for implementing the recommendations adopted at its first seminar, a certain number of which correspond to your own preoccupations."

VI (e) STATEMENT BY THE REPRESENTATIVE OF THE COMMISSION OF THE EUROPEAN COMMUNITIES (Mr. Alan A. Bath, Director of Education, Directorate General of Research, Science and Education) :

"The Commission of the European Communities very much welcomes the opportunity of participating in this Conference on the education of migrants and is grateful to the Council of Europe and to the Standing Conference of European Ministers of Education for convening it. The problems dealt with are of fundamental concern within the Communities, and it is with great pleasure that we join in this assembly of many people from many countries who are deeply concerned and deeply conscious of the importance and the urgency of work in this field.

Mention has been made of the overall scale of the problem. So far as estimates have been made in relation to the countries of the European Communities, it is believed that the number of migrant workers now living in member States is of the order of at least six million and, of course, if wives and children are added, the number is much higher. It is also estimated that within these families the number of children and adolescents of school age is about a million.

Let me say, having mentioned figures, that we are very much aware of the point made by the General Rapporteur about the difficulty of obtaining reliable statistics in this area. Indeed, the Statistical Office of the Communities is now at work with the help of experts from member States in seeking to assemble more precise information about the numbers and distribution of migrant workers' children within the countries, and their educational categories. As the Rapporteurs of the Conference have shown, a substantial population of foreign children, when concentrated in areas of high immigration, raises a wide range of linguistic, psychological and pedagogical problems ; an I am sure there will be wide agreement with the view that because of the scale of these problems, the quality of education offered to migrant children is sometimes far from what we would all wish it to be. Therefore it seems very opportune for a Conference such as this to bring together the elements of what one might perhaps think of as a Charter for the Education of Migrant Children.

The tackling of these problems within the European Communities is currently in progress in two broad ways. First, within the overall social policy of the Communities, the Council of Ministers decided earlier this year that its objectives for the period 1974-76 should include an action programme for migrant workers and their families. The Commission is now engaged in elaborating specific proposals for the measures which seem to it essential in this respect. These concern in particular the improvement of the freedom of movement within the Communities, working and living conditions, the quality of treatment of those coming both from Community and non-Community countries, and the promotion of co-ordinated policies towards migrants.

It is within this overall context, and as an integral part of a comprehensive approach to the problem of migrant workers and their families, that a Commission contribution on the distinctively educational aspects is being crystallized and developed. There is already a Communities regulation which has been in force for some years, which provides that the children of a national of a member State who is or has been employed in the territory of another member State shall be admitted to the State's general education, apprenticeship and vocational training courses under the same conditions as the nationals of that State. The regulation also provides that member States shall encourage all efforts to enable such children to attend courses in the bast possible conditions. This particular regulation does not apply of itself to the children of workers whose country of origin is outside the Communities. However, it is significant that the Ministers of Education of the member States of the Communities, when they met within the Council on 6 June 1974, decided to include as the first of their priority schemes for co-operation between the member States in the field of education, better facilities for the education and training of nationals and children of nationals of other member States of the Communities and of non-member countries. The Ministers set up an Education Committee of which the Education Ministers and the Commission are members, to develop proposals for action in this and a number of other educational areas. This development represents the second and parallel way in which, as I mentioned earlier, the education of migrant workers' children is being tackled within the Communities. So much for the formal background.

What then is the Commission's approach to the problems which are posed ? The Commission believes that it is essential that agreement should come to be reached on certain fundamental principles. First, the migrant child who is faced with enormous difficulties of a linguistic, psychological and cultural character should have a right to an education appropriate to his or her needs. Secondly, special educational measures are necessary, which take account of the special linguistic and psychological problems involved, to help the migrant child to be integrated into the new environment of the host country (and this applies as much during early childhood as during the period of compulsory schooling). Thirdly, the child's mother tongue and culture should have their place in his or her education. Fourthly, it must be possible for the child to be re-integrated into the education system of his or her home country, if the family should decide to return there. And fifthly, there should be no discrimination within the European Communities between educational provision for children of workers who come from other member States of the Communities and for children of those who do not.

These are broad principles. In practical terms the specific points on which the Commission believes that attention should be focused include (and here I am selective, because these have been set out at greater length in the paper before you) :

- an extension of reception and adaptation classes and facilities for children between 6 and 16 years of age (with improved teaching methods, and materials specially designed for migrant children) ;
- the training of specialist teachers in the education of migrants ;
- an extension of the activities of social workers, in co-operation with teachers and parents, to try to ensure that migrant workers actually attend school, and to organise their out-of-school activities more effectively ;

- an improvement of arrangements for making migrant parents aware of the educational opportunities open to their children ;
- better ways of drawing migrant workers and their families into the life of the host country ;
- the revision of national regulations so that educational grants for migrant children should be on the same basis and under the same conditions as those applicable to nationals of the host country ;
- more studies of an evaluative character (of the kind mentioned by the General Rapporteur) which will provide a greater understanding of the problems involved in educating foreign children ;
- pilot experiments in selected areas and in the training of specialist teachers.

In terms of financial aid towards the resolution of these needs, I draw your attention to the important decision of the Council of the European Communities in June 1974, whereby eligibility for financial assistance from the European Social Fund was extended to cover for the first time activities related to the provision of courses of specialized teaching for the children of migrant workers with a view to helping them adjust to their new educational environment. Provision of aid by the Social Fund implies the bearing of half the cost of such projects, whether undertaken by public or by private organisations. The Commission hopes this new initiative in terms of financial aid will itself make a significant contribution towards the tackling of problems within this particular area.

In the development of proposals in the context of the Communities' programmes, the Commission will have the advice of the Consultative Committee for the Free Movement of Workers, which is a formal body within the Communities. It will also consult experts, teachers' representatives and migrant workers' associations. Most importantly, the Commission has welcomed the opportunity of collaborating and co-operating with the international organisations and most certainly wishes to take careful account of proposals which may come from them. Here I mention particularly UNESCO, ILO, OECD and of course the Council of Europe. Certainly it will wish to pay careful attention to the Resolutions which may come from this particular Conference.

In concluding I should like to refer to two among the many important points which emerge from the introductory reports of the Rapporteurs. The first is that action on behalf of the families of migrant workers can only take place if there is a clearly established political will, a political resolve, to undertake such action. Secondly, the point is made in one of the reports that, properly viewed, the fact of movement could be an educational opportunity in itself in the broadest sense of the term and "... a source of human and social enrichment for the whole family". These observations seem to me to strike a very appropriate note, and I expect that they will find an echo in the discussions of the next few days.

Mr. Chairman, if you will allow me to say so, the depth and quality of the preparatory work which has been done for this Conference bodes well for its success, and certainly the Commission will look forward with the greatest of interest to the concrete results which may emerge from it."

VI (f) STATEMENT BY THE REPRESENTATIVE OF THE CONSULTATIVE ASSEMBLY OF THE COUNCIL OF EUROPE

(Mrs. Erika Wolf, member of the Committees on Culture and Education and of Population and Refugees) :

"For many years the two Committee which I represent here dealt with the problems confronting foreign workers and their families both in the countries of origin and the host countries. The question of language teaching to adults and adolescents has been discussed by the Committee on Culture and Education since 1960, and it is still regarded as a priority issue.

In 1973 the Committee on Population and Refugees prepared a detailed report on the situation of foreign workers for the attention of the Parliamentary Assembly. In due time the report was transmitted to the Committee of Ministers of the Council of Europe. This report, which dealt with the obligations of Governments in the economic and social fields, also referred to the language barriers confronting foreigners. It suggested the organisation of language courses at the place of work, either during working hours or, if not, with some prospect of adequate compensation (such as promotion etc.)

We are aware of the fact that it is decisive for migrant workers - and most of all for their children - to be given the opportunity of benefiting from all education and vocational training facilities. We must avoid creating a new subservient category of people whose intelligence and capacity for work, were it not for their language difficulties, should normally enable them to benefit fully from the occupational mobility of an industrial society.

Besides the need to remedy the inadequate provision of language teaching, a great number of improvements have to be made in the economic and social fields. This applies particularly to the living conditions of foreign workers and their families, which are essential to their well-being and integration in a foreign country.

In May 1974 the Committee went on an information visit to Turkey to learn about views on migration in a major sending country. The Turkish Government told us that they anticipate the return of about 90% of their migrants. This clearly shows how important it is to maintain among migrant workers and their families the knowledge of their mother tongue and culture. It will certainly induce us to support strongly all recommendations of the ad hoc Conference to this effect. We also understood how important it was - if ever they wanted to return there - that the education of children of foreign workers should not deviate too far from the education given in their home country. Close co-operation in this area between sending and receiving countries is essential. The same is true for developments in the labour market, plans for improvement in industry and agriculture etc. Co-ordination between countries in these areas also could avoid situations to the disadvantage of returning workers.

In a Recommendation based on a report drawn up by Mr. Schneiter, Special Representative of the Council of Europe for Refugees and Over-Population, it is said :

> "The Assembly recommends that the Committee of Ministers invite member Governments to arrange vocational training for migrant workers in such a way that the needs of emigration countries are also taken into consideration, and that migrants returning to their countries of origin will have greater chances of finding employment suited to their qualifications."

We are constantly trying to acquaint ourselves with the migration phenomenon in all its aspects, in order to propose all possible improvements both to the sending and to the receiving countries. We are convinced that migrants have an important role to play in the unification of Euripe and in promoting mutual understanding between its citizens not only at the place of work but in public life in general.

I will gladly present the Resolutions adopted by this Conference to both of the Committees which I represent, and I sincerely hope that all Governments will follow your recommendations. In any case, I shall try to persuade the parliamentarians to give you their support."

VII. PRESENTATION BY THE GENERAL RAPPORTEUR OF THE 'DRAFT CONCLUSIONS AND RECOMMENDATIONS' OF THE CONFERENCE

Professor Rehn observed that in one way his task was fairly easy. The Bureau had not had the opportunity to make a comprehensive synthesis in one document of the fifty or so recommendations and considerations contained in the draft resolutions and the sixty or so amendments which had been proposed. The work of the Conference was presented therefore in three separate draft Resolutions. The Bureau was aware that there was some overlapping between these draft Resolutions, and it was hoped (as the Chairman had already remarked) that the Committee of Senior Officials for the Ninth Session would draw up some kind of synthesis for presentation to Ministers. The draft Resolutions were to be regarded as preliminary advice. There was no need to reach an absolutely unanimous opinion on each point. There would be opportunities for those holding minority views to present these views, and everything would be subject to further debate.

Professor Rehn said that he had been asked from various sides to present certain matters, which Conference participants regarded as important although they did not precisely belong to the field of education, in a rather more general perspective. An example of this was the first amendment proposed by the Finnish delegation, to the effect that a brake should be put on migration by correcting the economic and social imbalance between certain countries which were now driving people to migrate in spite of all the costs involved in economic and human terms. At the meeting of the Bureau it had been suggested that the role of recurrent education was possibly a further example. This in fact was debatable, and it should in any case be remembered that recurrent education was the main theme of the Ninth Session in June 1975 of the Standing Conference of European Ministers of Education. In other words, there would be a debate at the Ninth Session on the interrelations between education and the labour market. It should also be remembered that the ad hoc Conference was a unique event in the history of the Council of Europe and of the Standing Conference : namely, a meeting which brought together representatives of Ministries of Labour and Ministries of Education. This in itself was an expression of a generally growing recognition of the increasing interrelationship between labour market and educational problems. Migration was simply one part of a bigger labour market problem and a bigger related social problem. The way these problems were solved would influence the educational process and the organisation of education, and the educational process would influence the way labour market and social problems were approached. The more people were aware of this the better. In his initial survey of the main issues Professor Rehn had launched the idea that one way of bringing under control the unrestrained migration which people had begun to be scared of (both in immigration and emigration countries), would be to create such strong requirements for the socially responsible handling of migrants that employers would become somewhat more hesitant about asking immigrants to come from other countries. One way of doing this was to make them contribute from their own funds a given proportion of the costs of educating immigrants and teaching them a new language etc. This was one of the interconnections between the educational system and the labour market.

Of the many amendments which had been put forward, some had been accompanied by the request that they should be included in a sort of general preamble, given their rather general character which went beyond strictly educational concerns. The most important of these, in Professor Rehn's opinion, was the proposal by the Holy See that a strong programme on research into migration should be undertaken. There were of course others. But Professor Rehn wanted in particular to assure those present that he would personally insist, in any further handling of this matter, and irrespective of any particular situation or question which happened to be under debate, that the whole complex of problems which came under the general heading of 'migration' - social, economic, educational and psychological etc. - should be subjected to much stronger investigative research. It was necessary to find out what really happened to people when they migrated and had to change their language and general cultural environments and everything else. People were now beginning to perceive the costs of migration in terms which could be researched. Requests had been heard for the strong development of education in the mother-tongue. Delegates from various countries had observed that this was extremely difficult and costly when there were classes with fifteen or twenty different languages represented. Was it possible to provide teachers of the mother-tongue for everyone involved ? The question indicated just how costly migration really was. It was necessary to discuss how these costs (educational as well as non-educational) could be covered, and then to see how this would influence our general attitude to the whole question of having people migrate rather than carrying jobs to the workers through more investment in the less developed countries. Professor Rehn assured the Conference that this general context in which education should be seen, would be put squarely to the Ninth Session of the Standing Conference of European Ministers of Education.

Another example of this kind of amendment, which had only a fairly distant contact with education, was the Finnish proposal that migration should always be channelled through the official employment services.

In contrast to this type of amendment, Professor Rehn cited an example of a proposal of an essentially educational character which had not in fact been accepted. This was the proposal that young people in all countries who were going to be fellow-pupils of immigrant children, should be taught the doctrines of human rights and anti-racism. Seeing that this raised very sensitive issues, Professor Rehn felt that it was best not to have attempted to formulate a written recommendation to this effect at this particular juncture, and that the matter was best left open for further discussion.

Professor Rehn concluded by saying that he would insist on the development of a research programme on this very important subject of migrants' education. In spite of the very different opinions which clearly existed concerning the role of the mother-tongue - both the role which could be assigned to education in the mother tongue, and the importance of the acquisition of the mother-tongue for the development of stable and integrated personalities - there was reason to suppose that here was a factor which could help to prevent the social evils which everyone faced. All this needed further research so that the various opinions held on this subject should be properly founded on scientific knowledge about what really happened to people who migrated.

VIII. CLOSING ADDRESS BY THE CHAIRMAN OF THE AD HOC CONFERENCE (AND CONCLUDING REMARKS BY THE GENERAL RAPPORTEUR)

Recteur Gauthier said that the closing address of the Chairman would at least have the quality of being short. It would also have the additional qualities of being very sincere and very cordial. He felt it his duty to underline the courtesy, the active participation and the feelings of humanity which had characterised all their discussions. The Conference had dealt with the problems before it technically, of course, and rationally, but also with a degree of feeling which showed that the full gravity of these problems had been apprehended by everyone. Migration, which today in some respects entailed much that was wrong, must be transformed tomorrow into something that was good and desirable. Nonetheless the Conference had remained realistic, and Rector Gauthier pointed to the different assessments of feasibility in respect of the solutions put forward and the different shades of appraisal in respect of their possible applications. This was because each participant had truly reflected the special character of the country he or she represented, of the customs which already prevailed and of the work which had already been done in many countries on behalf of migrant workers. These countries had not waited for the findings of the research which the Conference recommended in order to do anything - and in fact a great deal had been done - on behalf of migrant workers. Instead of a full exchange of views on what had actually been done, the Conference had concentrated above all on what still remained to be done. Over and above the different shades of opinion which had been expressed and the different ways of analysing the overall situation which had emerged, Rector Gauthier felt that almost total agreement had been reached in respect of a certain number of leading ideas. This was indeed a cause for satisfaction.

Rector Gauthier said that, as he had informed the Press earlier that afternoon, the Conference showed that the problem of migration, which was being dealt with in each of the participant countries, was recognised as being so serious that it needed to be treated collectively both by immigration and emigration countries meeting together. The Conference showed that European countries were taking part in a common effort to deal with the problems posed by migration and that this should enable a major step forward to be taken.

Rector Gauthier said that he did not intend to sum up the findings of the Conference. Such a summary would not serve any real purpose, and in any case the hour was late. He wished however to say again what the Bureau had already said to the Press : namely, that everyone hoped that the men, women and children living away from their countries of origin shoulw know that in this Chamber, for several days, men and women such as they, had, with great feeling and purpose, tried to work out ways of improving the position of migrant workers and their families. Rector Gauthier was sure that all delegates to the Conference, once they were back in their own countries, would work whole-heartedly for a greater measure of justice for migrant workers and their families, so that people who were so remote from their countries geographically should be able to feel in other respects that they were not in fact so distant.

Rector Gauthier said that his task had never been difficult in the course of his chairmanship and that now it became positively agreeable, since it was time to express his gratitude to a number of people. He wished first to thank the General Rapporteur for the patient, laborious and painstaking work he had undertaken. Rector Gauthier had been able to see for himself, during the last few days and nights, what this work entailed, and he wished to express the thanks of the Conference not only for what the General Rapporteur had already done, but for what he was yet to do. The Rapporteurs of the Working Parties had, too, accepted tasks which extended far beyond the three days of the Conference itself. For months now they had grappled with the problems involved, and it was thanks to their skill, their care, and not only the quantity but the quality of their work that the Conference had succeeded in reaching unanimous agreement on the texts of the three Resolutions. During the meetings of the Working Parties the Rapporteurs had been greatly helped by the three Chairman of the Working Parties who had generously agreed to direct the proceedings and lead the discussions. Rector Gauthier thanked the three Chairman of the Working Parties for their kindness in accepting and their energy and skill in accomplishing their respective tasks. Finally there was the Council of Europe. Rector Gauthier first thanked the Secretary General of the Council of Europe for honouring the Conference with his presence during the opening session, and also for the assurance that he would take a personal interest in the follow-up to be given to the Conference's proceedings. After paying tribute to the work accomplished by the Secretariat of the Council of Europe in preparing and servicing the Conference, Rector Gauthier concluded by thanking all delegates for their contributions and for having made his task as chairman so easy.

Concluding remarks by the General Rapporteur

Professor Rehn, General Rapporteur, then asked for the floor. In his opening speech, said Professor Rehn, he had begun with an error in saying that there were two million migrant children in Europe. Greater experts than he had subsequently informed the Conference that there might in fact be three. It was a typical indication of the general state of affairs that no one really knew what the figure was. He trusted however that he would not be finishing with an error in expressing the appreciation of all participants for the work accomplished by the Chairman of the ad hoc Conference in leading them through these difficult but interesting proceedings with no more than a few hours delay. If more time had been available it might well have been possible to reconcile the differences of opinion which remained, even on points approved unanimously in the texts adopted, notwithstanding the different interests involved which everyone of course recognised. Professor Rehn wished finally to express his thanks personally to those who had worked with him throughout the proceedings of the Conference.

APPENDIX A

CONCLUSIONS AND RECOMMENDATIONS
OF THE AD HOC CONFERENCE

RESOLUTION No. I : IMPROVING THE POSITION OF IMMIGRANTS AND THEIR FAMILIES, PRIMARILY IN RESPECT OF THEIR EDUCATIONAL CIRCUMSTANCES, AT THE TIME OF ARRIVAL IN THE HOST COUNTRY

The Conference,

CONSIDERING that migrations, which give rise to all kinds of difficulties, should also provide, for those involved in them, new opportunities for human, social and vocational advancement ;

CONSCIOUS OF the fact that this advancement can be encouraged by the development of activities designed to ensure the cultural enrichment of migrants and their families as well as that of the population of the host countries ;

BELIEVING it necessary to encourage initiatives at national and international level to ensure that information and guidance are provided for the families of migrants, as well as reception facilities and education ;

CONVINCED that only a recognition of the problems faced by migrants and their families can bring about a firm political resolve on the part of all the competent authorities with a view to adopting measures to resolve the difficulties raised by migrations ;

RECOMMENDS that the Standing Conference of European Ministers of Education should invite the Governments of member States to take concrete measures to :

1. in the social field :

   a. reduce gradually the period during which the families of migrants are separated (as far as possible this period should not be longer than 12 months)(1); to this effect an effort should be made in the provision of housing, particularly with regard to access to subsidised housing under the same conditions as apply to nationals; should there be no authorised reunion of the family within that space of time, special home leave in the sending country should be granted, with a view to preserving the unity of the family ;

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(1) Five countries voted against the inclusion of this parenthesis; eleven voted in favour; one abstained and one did not take part in the vote.

b. ensure that the resident immigrant family enjoys the same social protection as that accorded to the families of nationals; social protection should also be secured by appropriate means to family members who have remained in their country of origin, account being taken of conventions and agreements already in force ;

c. create or improve facilities specifically for reception purposes, mainly for the benefit of newly arrived immigrants (for example, information and guidance centres, interpretation services, crash language courses); then promote integration into the host country by granting to migrants and their families ready access to public bodies and institutions (for example, in the fields of social work, education, leisure and vocational advancement) ;

d. encourage the full participation of migrants and their families in local affairs by granting them, for example, under specific conditions, voting rights at that level, or by arranging for consultation or participation when decisions are taken concerning them on the social and educational level and by setting up standing advisory committees representative of the foreign population ;

e. ensure, as far as feasible, in respect of family members who have remained in the sending countries, that maintenance obligations are fulfilled; and, in cases of dispute between separated spouses, ensure that the procedure for payment of maintenance obligations adopted by the Committee of Ministers of the Council of Europe in October 1968 is employed ;

2. in the field of information :

a. disseminate by all appropriate means to migrants and their families all information that might be of use both before departure and on arrival; public opinion in the host countries should be made aware of the problems and the situation of migrants; in this respect, it would be expedient to encourage the development of initiatives taken by public authorities, recognised voluntary service associations and groups of voluntary workers ;

b. encourage bilateral and multilateral co-operation between the receiving country and the sending country with the aim of promoting exchanges between civil servants and social workers concerned with migration problems;

c. achieve co-ordination, at the national level, of activities in the field of information for migrants and their families, especially on education; this aim could be achieved more easily by the creation within the appropriate bodies of a co-ordination committee bringing together representatives of various public and private institutions ;

3. in the field of education and in out of school :

a. avoid separating migrants' children from other children in compulsory education, except for purposes of adaptation and of maintenance of the culture of origin ;

b. take advantage of the presence of foreigners in a class to stimulate mutual understanding and respect by drawing on the cultural contribution that immigrant children can make and by taking every opportunity to study important events and outstanding personages and the history and geography of the emigration country ;

c. provide education and training services with the necessary means to promote educational activities for adults as well as for children, in order to enhance social mobility where possible; priority should be given to the teaching of the language of the host country ;

d. encourage activities (evening theatrical or folklore performances, leisure pursuits, lectures, film shows and the like) designed to encourage exchanges between different cultures with a view to enriching the host community and groups of migrants' families ;

4. in the field of research :

a. increase resources for the promotion of research into information processes, social adaptation and the linguistic and vocational training of migrants and their families ;

b. encourage research and case studies on families having already emigrated, on those planning to move, and on those who have returned to their country of origin; these studies should lead to a better understanding of the various problems which migrants and their families have to face, and they should provide data to guide policy decisions ;

c. give special attention to research into language learning and teaching for children and adults, due consideration being paid to the projects undertaken by the international organisations - in particular the Council of Europe - in this field ;

d. improve the system for providing information on research with regard to migration ;

5. in the multilateral context :

a. encourage international and governmental organisations and the appropriate professional bodies to help in achieving the aims advocated above ;

b. ensure international co-ordination of action with regard to the education of migrants, so as to avoid dispersal of resources and effort.

RESOLUTION No. II : SECURING SATISFACTORY EDUCATIONAL PROVISION BEFORE AND DURING THE HOST COUNTRY'S COMPULSORY SCHOOLING PERIOD

The Conference,

CONSIDERING the importance of the pre-school period in the psycho-social development of the child and for the learning of language (a key factor in the integration of foreign children in the host community) ;

BELIEVING that the compulsory schooling period is the only stage at which all migrants' children can be given the basic education which will grant them access either to an occupation with the prospect of professional and social advancement or to further studies at secondary level (general, technical or vocational) ;

CONVINCED that oral proficiency in the host country's language and some ability to write it can be attained during that period under certain conditions ;

CONSIDERING that it is important for the children of migrants to maintain and acquire proficiency in their mother tongue and that this proficiency, in addition to the decisive role it plays in building and developing a child's personality, offers a better chance of possible reintegration in the home country and, in any event, of good intra-family relationships - as well as, probably, a sounder basis on which to study the host country's language ;

CONSIDERING the indispensable contribution which primary schools can make in helping immigrant families, apart from teaching their children ;

AWARE of the difficulties encountered by young immigrants who arrive in the host country at the age for taking up secondary education ;

CONVINCED that teachers in the host countries as well as in the countries of origin should be properly trained for these tasks, and aware of the special role played by teachers who devote their careers primarily to the education of migrants' children ;

RECOMMENDS that the Standing Conference of European Ministers of Education should invite the Governments of member States to :

1. ensure that, as far as nursery facilities, pre-school education and schooling are concerned, migrants' children are treated on a basis of strict equality with the children of the host country, and that they also benefit from measures designed particularly for them (special classes, reception classes, transition classes etc.) ;

2. ensure that migrants receive clear and concise information, either before their departure from their country of origin or on arrival in the host country, and that such information is prepared in their language (possibly in the form of multilingual brochures) ;

3. take steps to ensure that migrants' children are :

   - all subjected to compulsory schooling in the same way as native children, whatever their parents' status, and do not suffer in their schooling from any irregularity in their parents' situation;

   - all required to attend classes regularly in accordance with the legislation in force in the host country;

   - assembled on arrival in the host country, when their number makes this possible, in reception classes with a view to enabling them to learn the host country's language as rapidly as possible, and thus avoid falling behind in the educational system. Such classes could be modelled on the special experimental classes sponsored by the Council of Europe. Failing this, extra tuition may help to achieve the same aim ;

   - placed, where appropriate, in adaptation classes aimed at integrating children into the education system at a level corresponding to the studies they have already completed;

   - given the choice of being taught certain subjects in their mother tongue, so that without loss of time they may enter normal schooling in either the host country or the country of origin;

4. encourage the emigration countries to provide children, free of charge, with textbooks for the current and following school years in the country of origin, so as to help them adjust to the subjects taught; and to encourage the immigration countries to waive all customs duties on teaching materials. The immigration countries should supply, free of charge, the textbooks used in their schools under the same conditions as for native children ;

5. take steps to ensure that school results are entered in the school career record proposed by the Council of Europe, foreign pupils never being prevented from transferring to a higher class because of inadequate knowledge of the teaching language ;

6. ensure that the host country's language is taught actively and intensively by methods in keeping with the children's mentality and psychology. Such teaching should preferably be incorporated in the normal timetable. During primary education, the foreign child may be exempted in bilingual or plurilingual countries from studying a second national language ;

7. provide opportunities for migrants' children to learn, keep up and develop a good knowledge of their mother tongue and the culture of their country of origin so that they can both settle down well in the educational system of the host country and keep the door open for a return to their country of origin, while taking advantage, if they so desire (in particular in their careers) of their bilingual situation. Teaching of the mother tongue can be either included in the normal timetable or given at other hours, depending on circumstances. Some subjects in the curriculum (eg. natural sciences, geography) could be taught in the migrants' mother tongue. Local authorities, consular authorities and embassies should provide all necessary assistance : teachers (preferably bilingual), textbooks, teaching materials etc. ;

8. recognise the equivalence of certificates awarded at different levels of compulsory schooling in the immigration and emigration countries, and the validity in the emigration countries of courses in the language and culture of the country of origin which are given in the host country. The competent intergovernmental organisations should promote efforts in this direction ;

9. encourage efforts to provide pupils in primary classes with help in their work from competent staff during periods of supervised study outside school hours, in accordance with Resolution (70) 35 of the Committee of Ministers of the Council of Europe ;

10. encourage action to make socio-cultural and sports activities and holiday camps (or similar institutions) available to migrants' children in the same way as to native pupils ;

11. take whatever action may be appropriate to associate migrant parents with the activities of the school, in accordance with Resolution (70) 35 of the Committee of Ministers of the Council of Europe, by promoting contact between schools and families (dissemination of information, meetings with interpreters etc.) ;

12. establish and develop reception classes for migrants' children who have not completed or regularly attended primary schooling in the host country, so as to prepare them for secondary education. Where there are enough young illiterate migrants adaptation classes should be provided so as to enable them to acquire a proper secondary education (vocational or technical) ;

13. ensure that, following primary school, migrants' children can choose their native language as a second or third language in secondary education, and that curricula are adapted accordingly ;

14. encourage the award of study grants on the same conditions as to other children so as to enable migrants' children to pursue their secondary education ;

15. set up, in each country, in pursuance of Resolution No. 5 (1962) of the Standing Conference of European Ministers of Education, a documentation and co-ordination centre in which all relevant information concerning migrants and their children's education will be centralised for the purpose of dissemination ;

16. encourage action in the emigration countries, during basic training, to make future teachers aware of the migration phenomenon and its implications for educational practice by providing information on the origins and present state of the migration of manpower. Teachers sent abroad should be given specialised training covering at least the language of the host country and its institutions; the competent authorities in the emigration country will place them at the service of the host country ;

17. ensure that, during basic training in the immigration countries, similar action is taken to familiarise teachers with the problems they will have to face in classes attended by migrants' children ;

18. ensure that teachers who are to devote themselves to the eduaction of migrants' children are enabled to specialise and that teachers already confronted with the problems of conducting classes attended by such children are enabled to acquire suitable additional training ;

19. provide those responsible for initial and further teacher training, and also school inspectors, with opportunities for information and training relevant to the various aspects of the education of migrants' children ;

20. promote the holding, in the receiving countries, of courses for teachers from the countries of origin, and vice versa, in accordance with Resolution (70) 35 of the Committee of Ministers of the Council of Europe, so as to further understanding of the cultural and educational systems of these countries ;

21. prompt and encourage in the various countries affected by migratory movements research into the socio-cultural, psychological, linguistic and pedagogic problems raised by the education of migrants' children ;

22. encourage the Governments of the member States concerned to supply help and advice, and take whatever steps are necessary, with a view to obviating re-integration difficulties for children returning to their countries of origin ;

23. extend bilateral and multilateral action to implement the measures advocated above.

RESOLUTION No. III : SECURING THE SATISFACTORY PROVISION OF OPPORTUNITIES FOR VOCATIONAL AND TECHNICAL TRAINING AND GENERAL EDUCATION FOR ADULTS AND ADOLESCENTS

The Conference,

AWARE of the scale of intra- and extra-European migratory movements and of the educational problems they pose for workers and their families ;

CONSIDERING that it is the duty of Governments to respect migrant populations, as representing an asset, and foster their human, social, technical and vocational potential ;

BELIEVING that the adaptation of migrants and their families to the society of the host country or their integration into it, calls for an enhancement of their social and vocational status, which implies an improvement in their technical and vocational training and general education ;

NOTING that learning the host country's language is fundamental to any harmonious integration into the social and economic environment and to any further general education or vocational training, while also guaranteeing greater security at work and developing the migrant's personality ;

BELIEVING that the members of the worker's family should also receive suitable education so as to break down the social barriers by which they are often isolated, ensure rapid adjustment to their new environment and find more suitable and positive solutions to the educational problems posed by the uprooting of their families ;

NOTING that most migrants need help from the public authorities and private institutions in the host country in order to achieve a command of its language and keep and increase their command of their own language, even though the conditions for this appear to be favourable ;

CONVINCED that language instruction for migrants should aim further than mere literacy and form the basis of a proper general education, so that migrants have every chance of professional advancement in the host country ;

BELIEVING that young people who have immigrated at the stage of adolescence, at or about the school-leaving age, deserve and require special attention so as to have genuine opportunities to further their general education or vocational training beyond the level of compulsory schooling ;

CONSIDERING that action by the public authorities, however widespread and generous, cannot alone constitute a satisfactory response to the educational and cultural needs of adult and adolescent migrants, and that the active and constructive participation of all interested parties - trade unions, churches, both sides of industry, private associations etc. - is an elementary condition for effective action ;

RECOMMENDS to the Standing Conference of European Ministers of Education that the Governments of member States should be invited to :

1. remove obstacles arising from laws or regulations which may still prevent adult and adolescent migrants from acceding to the different levels of secondary and advanced education and training and limit their possibilities of recourse to public and private institutions awarding scholarships, study grants etc. ;

2. see to it that any system of recurrent education encourages the best possible integration of adult and young migrants in the labour market and society of the host country, and enables them to return to their home country with improved skills ;

3. take, in pursuance of Resolution (68) 18 of the Committee of Ministers of the Council of Europe, the measures which are necessary according to the political and administrative structures of each country to guarantee to migrants and their families genuine opportunities for the rapid learning of the host country's language ;

4. make many more arrangements enabling migrants and members of their families to study and refresh their knowledge of the language of their country of origin and to consolidate and develop their indigenous culture, so that if and when they return their integration will be the easier ;

5. devise specific training programmes for adolescent and adult migrant workers, where integration in the normal system proves impossible or unduly difficult, bringing together various disciplines through the integrated teaching of theoretical and practical knowledge, with general courses and also vocational pre-training courses; arrange courses for the instruction of training personnel and leaders ;

6. arrange classes for adolescent and adult migrants so as to enable them to make as rapid and smooth a transition as possible to normal courses of general education and vocational training, so encouraging job mobility and the resettlement of migrants ;

7. do their utmost to arrange for the financing of such courses, a considerable proportion of the expenses being borne by employers, so that the migrant, wherever possible, can attend them during working hours without loss of earnings ;

8. make sure that effective use can be made by all migrants of information, documentation and guidance services ;

9. set up joint committees, with representatives of the public services, employers, workers, representatives of the migrants concerned and specialist welfare services, to look into and find solutions to the specific problems of particular groups ;

10. encourage, without prejudice to the responsibility of official authorities all types of action taken by non-governmental bodies - churches, trade unions, private associations, etc. - for the purpose of helping migrants and their families with their education and training ;

11. encourage employers to provide migrants, on arrival, with rudimentary practical training in hygiene and safety so that they can avoid industrial accidents and occupational diseases as far as possible ;

12. seek to obtain the support and/or co-operation of future employers or professional bodies in financing, organising and managing programmes of training and education for would-be immigrants ;

13. initiate concerted action between countries of origin and host countries, for the establishment of suitable means of cultural and professional advancement, so as to facilitate the return of migrants to their countries of origin ;

14. intensify bilateral and multilateral co-operation in the planning, sponsoring and broadcasting of radio and television programmes, so as to use to the best possible effect opportunities provided by these media both for language teaching and for offering migrants and their families programmes relayed from their countries of origin ;

15. strengthen such co-operation with a view to harmonising both the aums and the programmes of basic and vocational training, thus facilitating mutual recognition of certificates and diplomas ;

16. encourage intergovernmental or other competent organisations to undertake research on the subject, in order to obtain scientific data on the various aspects of the problems of migrants' education ;

17. provide the intergovernmental organisations dealing with these problems with the resources they need to carry out the tasks defined in the foregoing paragraphs.

APPENDIX B

PRESS COMMUNIQUE

Proposals for improving the education of foreign workers and their families have been adopted by an intergovernmental Conference held in Strasbourg from 5 to 8 November 1974.

Organised jointly by the Council of Europe and the Standing Conference of European Ministers of Education, the Conference was attended by delegates from eighteen European countries of the Council of Europe's Cultural Convention (1), and Portugal. In the main, representatives came from Ministries of Education, Labour, Social and Foreign Affairs.

The Conference defined the following priority areas for action and research :

- Language teaching

  Migrants' children should be assured of a good knowledge of their mother tongue and indigenous culture, for the mother tongue is one of the foundations of their development and is likely to facilitate the learning of other languages.

  At the same time, all immigration countries have social problems which are likely to be aggravated by the arrival on the labour market of a growing number of adolescents handicapped by inadequate knowledge of the host country's language and culture. These must also be taught actively and intensively so as to help young migrants to find their place in the educational system as soon as possible and adult migrants to find theirs in work and society.

- Equality of opportunity

  Firmer steps should be taken to achieve equality of opportunity between migrants and nationals - equality of rights and opportunities should be the aim both socially and educationally.

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(1) Austria, Belgium, Denmark, France, Federal Republic of Germany, Ireland, Italy, Luxembourg, Netherlands, Norway, Sweden, Switzerland, Turkey, United Kingdom, Greece, Finland, Holy See, Spain.

Observers from the International Labour Office, UNESCO, OECD, the Commission and the Council of the European Communities, the Intergovernmental Committee on European Migration (ICEM), the parliamentary Assembly of the Council of Europe, and the Council of Europe's Special Representative for National Refugees and Overpopulation were also present.

In schools, separate classes for migrants' children and indigenous children should be dispensed with as soon as possible. Organisations responsible for education and training outside school should be given the means to promote educational and cultural activities for adults just as much as for children, in order to encourage to the full their integration in society.

The Conference also advocated the development of vocational and pre-vocational training programmes for adolescent and adult migrants.

- Information

The Conference proposed in particular :

- that migrants and their families should be supplied with information on living conditions in the host country relevant to their needs before departure from their home country and on arrival and during their stay in the host country ;
- that migrants should be helped to make effective use of information, documentation and guidance services.

- Co-ordination of action on behalf of migrants

There should be more co-ordination nationally and closer co-operation between host and home country in providing information for migrants and taking action on their behalf. A number of national, European and world organisations and associations, governmental and non-governmental, are already working on behalf of migrants, but there should be closer co-operation between them.

- Resettlement in the home country

So that migrants and their children do not lose the benefit of the knowledge they have acquired in the host country, governments should recognise as equivalent certificates issued by the host and the home country. The validity of courses given in the host country on the language and culture of the country of origin should also be recognised when the migrant returns home. The governments of both countries should also ensure the cultural and professional advancement of migrants, so as to facilitate their resettlement on return to their own country.

- Training of teachers

Teachers and educators should be made aware of the migration phenomenon and its educational implications. Additional training should be provided for teachers who will be in charge of initiation and reception classes and for those who are already teaching classes which include migrants' children. Teachers from the countries of origin should also be able to attend courses in the host countries in order to acquire a better understanding of their language, culture and educational system.

The Conference considered that the effectiveness of all these measures depended on close co-operation between the host and home country and on active participation by both.

- Research

  The gravity and difficulty of the problems involved call for a great deal of research on several aspects. The results of experiments and action in each country should be made available to the others.

The Chairman of the Conference was Rector Henri GAUTHIER (France), Chargé de Mission auprès du Ministre de l'Education.

The Conference Recommendations will be submitted to the Governments represented and to the Ninth Session of the Standing Conference of European Ministers of Education which is to be held in Stockholm from 10 to 12 June 1975.

APPENDIX C

INTRODUCTORY REPORT FOR THEME I

"Improving the position of the immigrant and his family,
primarily in respect of their educational circumstances,
at the time of arrival in the host country"

by

Mrs. Emma MORIN
Counsellor in the
Ministry of Foreign Affairs
(Italy)

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VIII. RECOMMENDATIONS

Appendix A : Text (abridged) of the Resolution concerning the situation of migrant workers and their families, adopted by the European Ministers of Labour at their Conference in Rome, November 1972

Appendix B : Resolution (72) 18 of the Committee of Ministers of the Council of Europe on methods of compiling statistics on the international migration of workers (with explanatory memorandum)

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I. INTRODUCTION

1. The theme itself calls for an initial reflection, for it is significant of the way in which problems affecting emigrant families have been viewed and tackled.

2. First, what do we mean by "the position of the immigrant and his family at the time of arrival"? Are we treating the moment of arrival as a fact simultaneously concerning the immigrant and his family? Clearly this is a misinterpretation, since the families - much against their will, be it said - do not arrive actually with the immigrant, but only after a period of varying length, during which the husband is separated from his wife and children. Is it really meaningful to speak, then, of the position on arrival as if this were a particular moment in time, singled out from its context? If it is true that the moment is a difficult one, it is at best arbitrary, and certainly theoretical, to try to improve it while removing it from its total context.

3. Secondly, we must see how the question of the migrant's family has been approached and treated up to now both by the emigration and the host countries. Is the centre of interest really the family moving from one country to another? That may well be doubted, considering the attitudes and measures adopted to date.

   3.1 When speaking of 'the immigrant worker and his family' it is upon the worker that the accent is placed: the family is a consequence, an appendage that must be dealt with simply because it exists, even if it is at times an embarrassment.

   3.2 Though work is doubtless the cause that moves millions of men to leave their country for another, if we want to consider them, along with their families, as human beings, it is not simply by reference to their work that we can succeed in defining their situation as it really is - that is: in human, social and economic terms. However, up to now, the family has been presented in a very restricted perspective and efforts have been made to keep the field of view as restricted as possible.

   3.3 The worker must separate from his family and remain separated for some time: the resulting situation is not wholly unwelcome to the two countries interested by the labour aspect. For the emigration country, the fact that the worker sends his savings to his family is an asset to the balance of payments. For the host country, a man on his own who does the 'dirty work' spurned by others represents less bother and fewer complications from all points of view - housing, welfare, leisure activities, not to mention education. Thus the problems to be solved may bear no relation at all to those experienced by migrants' families, save perhaps for a few aspects. The fact is that attention is given to the problems raised by the migrants's families rather than worrying - or at any rate enquiring - about the problems faced by the families themselves.

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3.4 If there is a desire to take an interest in the family, the family must be viewed for what it is: a group of people of different ages seeking answers to their needs by setting up a network of changing relationships, both inside and outside their own circle. The move to another country is bound up with the dynamics of family interaction. The very fact of the move, with all that it entails - the new contacts with men and things unknown - could be an educational opportunity in the broadest sense of the term.

3.5 If this approach is taken, education cannot be regarded as something special to which heed must be paid at a particular moment in time. We are dealing with a process that develops parallel with emigration and during the whole of its course. Thus viewed, emigration could become a source of human and social enrichment for the whole family, young and old.

4. It follows from this that the conditions of arrival cannot be improved by separating this moment from a process of which it is but one of the stages, preceded by a whole series of experiences making up the invisible baggage brought along by the family. It is the existence of this 'baggage', such as it is, which must be borne in mind if migration is to result in something of value for the migrant's family. The result should be something rather different from declarations of principle and of law which create situations of non-discrimination that are solely theoretical and in fact co-exist with reactions based on prejudices and stereotypes.

5. Differences between immigrants and natives exist since it is precisely because of these differences that families leave their home countries. Furthermore, it is the families who are the first to become aware of them - and their reactions, be they positive or negative, should be taken into consideration if we wish to give them practical help. It is only by reference to the realities of emigration as they are lived by the families themselves in all their manifold aspects that we shall arrive at "a common minimum of social treatment", at that European "common law" advocated by Edgar Faure.

6. Finally, we must give some thought to the underlying aim of measures designed to improve, from the outset, the lot of migrants' families. Is that aim to be adaptation, integration, assimilation or implantation? If the emphasis is to be on respect for the family, from the human, social and cultural point of view, then it is full-scale implantation that must be sought. We must take practical steps to ensure that families are implanted to the greatest possible extent into the host community, and this calls for parallel action in two directions. It is not only the new arrivals who need information, help and guidance towards becoming part and parcel of the new environment: a campaign to inform the local inhabitants is equally necessary. If living together is to be a practical proposition, efforts to achieve mutual understanding are essential, and the meeting of different cultures could - and should - be a chance of enrichment for immigrants and natives alike.

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II. THE COUNTRY REPORTS

7. Of the 19 countries which have sent in reports, 11 are immigration countries and 8 provide the emigrants (4 of the second category being somewhat special cases in that emigration is almost exclusively to a single destination).

8. Almost all the migrants come from Mediterranean countries, and even in host countries where there are larger groups coming from elsewhere there is always a contingent from the Mediterranean area.

9. The migrant family is not dealt with as a separate topic among the questions raised in the guidelines for the drafting of the reports (1), and as a result the subject is treated indirectly and indeed only in connexion with the children's schooling.

III. WHAT FAMILIES ?

10. Before tackling the subject of the migrant's family, it would be desirable to know who exactly are the immigrants whose situation we wish to improve. It would seem fairly obvious that the intention is to limit ourselves to "families of migrant workers" (2) and that clandestine, seasonal and pseudo-seasonal workers are to be left out of account. One may well ask whether this is due to the fact that the situation of these latter families raises no problems and hence needs no improvement. In that case, it would be entirely logical to say nothing about them. In reality, exactly the contrary is true. The situation of these families is difficult, painful and at times even dramatic. On the other hand, their problems may be attributed to a perfectly simple fact, namely that these families do not exist. Clandestine workers are just "not seen", and seasonal workers find employment precisely because they agree to live apart from their families.

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(1) See Appendix to document CME/HF-M (74) V, 'Country Reports'

(2) "Migrant worker" within the meaning of the revised preliminary draft of the European convention on the legal status of migrant workers, viz. a national of a contracting party who has been authorised by another contracting party to stay on its territory to engage in paid employment there.

IV. THE SEPARATION OF FAMILIES

11. Even though no statistics are available on this subject, it may be said that hundreds of thousands of persons, all belonging to family groups, are separated because the breadwinner has emigrated. There lies the problem: separation, which directly and negatively affects the family in its entirety and is deeply felt by the whole group throughout the migration process. Since arrival presupposes departure, to improve the situation on arrival one should begin by taking an interest in the situation on departure.

12. While the preparation of migrants prior to departure is manifestly of interest to both the sending and the receiving countries, it is the sending countries which are capable at this stage of playing a direct and active part: first, by ensuring that the would-be migrant and his family receive in good time all information that will help to reduce misunderstandings and improve contacts in their future environment, and secondly, by enabling all members of the family, through instruction in the host country's language, to communicate, as far as possible, with the natives on arrival.

13. Action taken in emigration countries seems to have met with a number of difficulties, among which the reports single out the following: the scattered nature and remoteness of rural populations, lack of information on the countries of destination, mistrust of official information channels, the variety of public and private bodies involved, and the lack - or insufficiency - of liaison between their activities.

Special efforts towards the preparation of emigrants are made in Ireland and Finland:

- in Ireland, since 1969, an Advisory Committee has been in charge of services to emigrants (both those who wish to leave and those who wish to come back) ;
- in Finland the main attention is focused on Finns desiring to emigrate to Sweden, and they are given special information on the school system.

It should be noted that in these two countries official information is given - alongside details of foreign countries concerned - on employment opportunities in the sending country itself.

14. In the host countries, apart from the fairly widespread production of brochures in the immigrant's language, action is also taken on a bilateral basis (as, for example, the framework agreement between Austria and Yugoslavia on specialised training for Yugoslav workers).

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15. With regard to the results, it is interesting to quote from the report presented by Italy (1) to the Conference of European Ministers of Labour which was held in Rome in November 1972 :

> "The most common sources of information for workers looking for a job abroad are still letters from expatriate relatives, friends and acquaintances, who provide vague and sometimes distorted information, an added complication being their general inability to express themselves clearly in writing.
>
> People complain that most emigration, notably that to the Community countries, by-passes official channels. This is obviously imputable, particularly in Italy, to the traditional mistrust towards public authorities, but there can be no doubt that the main blame lies with the authorities themselves, since they are unable to communicate with those concerned and gain their confidence by demonstrating that they can provide flexible and effective help of the right kind. And so workers leave their home countries with little or no knowledge of the availability and nature of jobs, wage levels and working conditions in the immigration country, not to mention its social and cultural characteristics and the language, laws, customs and traditions of the people among whom they will be living."

The results would thus appear somewhat discouraging. But would it not be realistic to take these considerations as a basis for finding out what information it would be useful - and instructive - to give to future migrants, and by what means?

16. It may be said that not enough thought has been given to the fact that the fundamental ambivalence of emigration begins even before departure. On the one hand (in the sending country), men need to earn or improve their living; on the other (in the host country), there is a need for labour - especially for the kind of 'dirty work' that the locals no longer wish to do. It is by taking this point of view that we can understand why work is, and remains, the focal point of information on the host countries and even the primary motivation for teaching their languages.

17. So far as concerns the vast and involved context of which work is only a part, no valid solutions can yet be said to have been found.

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(1) "Information supplied by the Italian members of the Preparatory Committee of the Conference", Council of Europe Secretariat document CMT (72) 6, Part III, page 2. See also Appendix A for the text (abridged) of the Resolution adopted by the Conference concerning the situation of migrant workers and their families in Europe.

18. However, it is in this context that separation must be seen: the initial human and social cost paid by the family towards emigration. The father of the family, the breadwinner, obviously knows that he must go off on his own. But even if he has accepted the fact, it remains none the less an imposition and in any event it may be doubted whether he has understood the conditions to be fulfilled before family reunion can one day become feasible. As for his wife, it is highly unlikely that she willingly agrees to be separated from her husband. The forced separation risks therefore being counter-productive in terms of the preparation of the wife and children for departure, since they will have the feeling that they are rejected by the country where, in principle, they should have the right to live.

19. Preparation of the womenfolk, as wives and mothers, does not seem to interest the responsible bodies overmuch. But they show more concern in the case of working women, on whose behalf action taken is the same as for men.

V. THE REUNITING OF FAMILIES

20. After the head of family has left, the difficulties of reunion begin, housing being the stumbling-block.

21. The worker and his family should receive as much information and guidance on this subject as possible. Depending upon the regions whence the majority of migrants come, they receive little or no information concerning contracts, leases, rents and auxiliary matters. The first need, then, is to provide that information, to translate into understandable terms the jargon on forms to be filled in, to explain bureaucratic procedures to them and warn them against speculators.

22. In the host countries, social service staff speaking the immigrant's language should help him with these matters. This could result in better preparation, indirectly, of the wife and hence of the family for departure, since the immigrant would then be able to furnish her with useful information.

Problems raised by seeking accommodation, whose availability is a prerequisite for family reunion, are too well known to need repetition here. Even though the law may grant equal treatment to all tenants, migrant workers often have greater difficulty than the local population in finding houses. Specific measures should be taken by the host countries to make low-cost housing available to immigrant families. Here we may quote what has been done in certain countries, most notably :

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- in France, where the Fonds d'Action Sociale has been entrusted with supplementing efforts already made on behalf of foreign families by the HLM (low-cost housing) groups and by other public and private bodies ;
- in Germany, under a Federal Act (1.1.71) which, by transferring a portion of rental charges to the State, guarantees the worker a housing allowance (Wohngeld) varying with his wage, the rent asked, the composition of his family and the type of housing ;
- in Belgium, where migrants have access to low-cost housing on the same terms as Belgian workers (an opportunity of which, it appears, they have made ample use) ;
- in Switzerland, where foreign workers enjoy, on the same terms as the Swiss, access to low-cost accommodation, and the same tenant protection ;
- in Luxembourg, where great efforts have been made in cooperation with employers to provide foreign workers with decent and inexpensive housing.

23. Despite all these measures the housing situation of migrants remains critical. Its improvement should continue to be a priority concern of the governments of host countries.

VI. THE SCHOOL IN RELATION TO THE FAMILY

24. "As a rule, migrant workers have very little knowledge of Belgian school legislation and retain in Belgium habits they have acquired in their home countries of origin. Families from isolated villages, where no schooling facilities exist, are astonished to find themselves facing legal pressure to send their children to school. Older girls, in particular, are kept at home to do the housework and look after younger children ... Furthermore, for all who wish to work and earn a living, the 14th birthday cannot come soon enough." (1)

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(1) Country report - Belgium (CME/HF-M (73) 16, p. 12)

Everything, or nearly everything, is said here about :

- what parents with school-age children do not know concerning the school system, whence the lack of information on this subject may be deduced ;
- attitudes of parents towards measures they are not expecting ;
- the need felt by the migrant's family to earn money as soon as possible.

Furthermore, the remarks we have just made point once again to the ambivalent relationship between immigrants and the host country - a situation liable to create tensions even where, as in Belgium, notable efforts have been made in regard to the schooling of migrants' children.

A positive relationship between school and child cannot be based on 'pressures'. Behind the child, whom 'pressures' have succeeded in getting to school, stands the family with its incomprehension of the environment of which the school is an expression. Misunderstanding and tension may arise, all because of an institution, the school, which should not be insensitive to education problems even if the education in question is other than that which results from the strict application of laws and curricula.

25. The children's school could and should become an opportunity for the better implanting of the parents into the new environment. Its role in educating the young should be extended, by realistic practical steps, to adults and indeed to the whole of the family. Certain host countries have made praiseworthy efforts in this direction - for example :

- the United Kingdom, where, in addition to leaflets and other information handed out to immigrants on arrival, the schools make use of interpreters at enrolment times, and the local education authorities, to ensure liaison between school and home, employ social workers speaking the immigrant's language ;
- Germany, where the Kultusministerkonferenz has recommended that foreign parents should take part in the work of parents' committees in the same capacity as nationals. As from 1970, the idea launched to mark International Education Year, namely that foreign children should be given help with their homework, has been put into practice using young volunteers recruited by the school authorities in cooperation with private welfare services ;
- Switzerland, where teachers and the school authorities hold parent meetings and evening gatherings for the benefit of foreign parents, "... more and more using the language of the parents concerned". Regional information centres have been officially advocated (and they already exist in Berne and Zürich, with the participation of Italian-speaking psychologists). In the Canton of Zürich, the Directorate of Education has recommended that an advisory committee of parents of foreign mother tongue should cooperate on matters affecting their children's schooling ;

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- Belgium, where migrant workers are contacted with a view to placing their younger children in nursery schools. Still in regard to kindergarten, the State University of Mons has been carrying on for the last 3 years a research and action programme designed "... to clarify and counteract educational difficulties created by the environment of socially deprived children between the ages of 3 and 7, many of foreign extraction" ;

- France, where there has been a remarkable research effort in this field. In 1972 the Ministry of Education set up a Documentation Centre for the Training of Foreigners,whose terms of reference were "... to collect the extensive information available on this subject and to circulate it amongst all the potential users, thus enabling practitioners to draw on the reservoir of experience gained". Further research concerns adults: "... the Ministries of Education and Labour have looked at the activities undertaken at regional level which were clearly innovatory in character and have tried to facilitate their further development either by suggesting specific schemes (in conjunction with the teaching profession or the regional promoters) or by means of subsidies combined with the support of some outside study organisation such as CREDIF, IRFED or the Association du Centre Universitaire de coopération économique et sociale (ACUCES)".

VII. THE SCHOOL AS A CULTURAL FACTOR

26. As regards what the school might do towards respecting the cultures of migrants' children, we feel that particular importance attaches to the report by Mr. A. Verdoodt entitled "Linguistic problems of adult migrant workers and socio-linguistic problems of migrant workers' children being educated in the host country".(1) Starting from the arguments that in the host countries ...

    - there are no primary or secondary schools where instruction is mainly in the language of the country of origin (except in Belgium, where there are three Italian schools, two primary and one secondary, and two Spanish, one primary and one secondary),

    - there are no ministerial departments responsible for the linguistic status of migrant workers and their children,

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(1) Council of Europe document CCC/ESR (73) 6.

Mr. Verdoodt concludes that migrants have no linguistic rights that are actively encouraged, but only those which are passively tolerated (1), for they are "... a minority enjoying little or no protection".

The desired solution is one which would allow of bilingualism combined with diglossia (2) :

> "This can be achieved if the migrant community manages to use its old and new languages for quite separate purposes and matters, as well as obtain ready access to instruction in both languages. In a community of this kind, children born abroad can begin to learn their mother tongue at home and at primary school, and they can improve their proficiency in their mother tongue and acquire a proper grounding in the host country's language at secondary school and in their contacts with authorities and the world of work. The problem that would arise should they return to their countries of origin are reduced to a minimum."

27. The arguments adduced by Mr. Verdoodt on behalf of migrants' linguistic rights are as follows :

    - migrant workers will feel more at home in the host country and will therefore be more willing to go or return there ;
    - there will be no danger of migrant groups losing, along with their language, certain specific qualities which were the reason for their being invited to the host country in the first place ;
    - the presence of people with different languages and traditions will be a source of cultural enrichment for the host country ;
    - it is in a country's economic interests to keep a reservoir of bilingual people to form a kind of bridge, both now and in the future, between it and the different emigration countries.

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(1) Actively encouraged linguistic rights, in all cases, presuppose that the host country's authorities at national, provincial or municipal level give official recognition to the migrants' language in some practical way, such as by publishing notices in the language, having it taught in State or State-subsidised schools or purchasing books in the language for public libraries. Passively tolerated linguistic rights, on the other hand, merely permit the migrants' language to be used in fields where the host country's government is not primarily responsible - the publication of newspapers, or the running of private evening classes, schools and libraries (op.cit. pp. 5-6).

(2) Bilingualism is essentially a feature of an individual's behaviour; diglossia denotes the use of two languages by a whole community according to a set pattern (op.cit. p. 10).

28. Is it utopian to imagine that a linguistic policy in this sense may be adopted? Probably so, if the present state of affairs in the teaching of languages is any guide. However, if we look the facts in the face, we may note that :

    - results obtained to date are far from convincing: at best they are fragmentary and difficult to transpose from a given situation to another ;
    - even the best action in this field is taken with an eye to objectives that are primarily immediate and utilitarian, with the result that the migrants, adults and children alike, are torn between two languages (and two cultures) without being thoroughly versed in either and, moreover, with no real possibility of making a choice.

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VIII. RECOMMENDATIONS

No action on behalf of migrant workers' families is possible unless emigration and host countries are politically resolved to take it. Any action must strive to achieve their complete implantation in the host environment. If preparation and guidance, indeed anything done to help migrant families, can be planned and executed in an educational spirit in the broadest sense of the term, such families should one day be able to select the options best suited to them, responsibly and in full knowledge of the facts, and to decide for themselves whether they wish to settle in the host country or to return home.

A. Action by Governments

(i) Governmental action should be preceded by inquiries aimed at procuring precise statistics, viz.:

- number of families already installed in the host country ;
- number of separated families planning to emigrate ;
- their destinations. (1)

(ii) On the basis of such data the Governments concerned should take practical steps to :

- reduce the period of separation as much as possible ;
- ensure that immigrant families enjoy the same social protection as the families of indigenous workers ;
- make certain that the breadwinner fulfils his maintenance obligations towards members of his family left behind in his home country, and safeguard their right to social security and family allowances ;
- sponsor access by migrant families to low-cost housing.

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(1) See Appendix B for the text of the Resolution adopted by the Committee of Ministers of the Council of Europe in May 1972 on methods of compiling statistics on the international migration of workers.

B. Research

(i) Systematic research into the situation of migrants' families should be encouraged and supported by the countries concerned (emigration and host countries) and by international organisations.

(ii) Case studies would be especially valuable: they should relate both to families having already emigrated and to those planning to move. They should lead to a better understanding of the human, social, cultural and economic problems involved, as well as to indications and suggestions as to the most productive forms of action.

(iii) In the field of language teaching for adults and children research combined with an analysis and assessment of action already under way should lead to the choice, promotion and diffusion of the most suitable instructional methods.

C. Information

(i) The main effort on behalf of migrants should be to seek the proper channels for distributing all useful information, both prior to departure and on arrival. Solutions must be found at local level. Private initiative, voluntary associations and groups of volunteers could all be used (as, for example, in the Netherlands).

(ii) At local level, for the population of the host country, various types of meeting should be arranged (information and discussion groups, drama evenings etc.). Multilateral cooperation between immigration and emigration countries would be helpful in promoting exchanges of persons (teachers, social workers, volunteer groups), who, in the various countries, should take local action. Knowledge and comparison of the problems and ideas of both sides should enable the initiatives taken to be appreciated at their true worth. If all concerned received better briefing the result should, in the final analysis, be a more useful type of information, more easily understood by the migrants.

D. Education

(i) Special attention must be given to school services for children and to the promotion of all forms of educational activities for adults. The most varied kinds of action may be envisaged, their content and organisation being necessarily adapted to different groups and environments.

(ii) Action taken should be designed, so far as possible, not only to avoid tension but also to encourage exchanges between different cultures to the ultimate enrichment of immigrants and natives alike.

Appendix A

CONFERENCE OF EUROPEAN MINISTERS OF LABOUR
Rome, 23 - 25 November 1972

RESOLUTION CONCERNING THE SITUATION OF MIGRANT WORKERS AND THEIR FAMILIES IN EUROPE

The Ministers taking part in the Conference of European Ministers of Labour, meeting in Rome on 23 - 25 November 1972....

Noting the efforts deployed in the matter of migration by the intergovernmental organisations, especially by the Council of Europe, and in particular the impetus given by the Special Representative of the Council of Europe for National Refugees and Over-Population,

Considering nevertheless that it is necessary to give constant attention to the situation of migrant workers and their families, while taking account of what is done in international bodies other than the Council of Europe,

Considering that the integration of migrant workers and their families into the society of the host countries needs to be facilitated.....

Believing that in the field of the protection of migrant workers and their families still greater progress could be made both in emigration and immigration countries,

RECOMMEND the Committee of Ministers of the Council of Europe :

(1) to invite the Governments of member States of the Council of Europe

   (a) to give their full support to the Council of Europe's action in defence of fundamental human rights, especially those of the worker, including the migrant worker,

   (b) to ensure that migrant workers lawfully employed are placed on an equal footing with national workers where working and living conditions are concerned,

   (c) to encourage at European level international cooperation and coordination of action in order to achieve the most effective protection of migrant workers and their families,

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(d) ......

(e) to promote participation of migrant workers and their families in the local community life of the immigration countries, and, in particular, to take all the necessary steps to provide the most satisfactory schooling for the children of migrant workers in the host countries, and to expedite a solution to the problem of housing (on which family reunion very largely depends) by implementing, inter alia, a programme of international cooperation which also takes account of the possibility of making wider use of the Council of Europe Resettlement Fund,

(f) ......

(g) to provide facilities, as necessary, for vocational and linguistic preparation for migrant workers before their departure from their home countries ;

(h) ......

(2) to consider the following action :

(a) to undertake a study in depth of the social and economic repercussions of economic recessions with a view to suggesting, as far as possible, practical solutions for the protection of migrant workers and their families,

(b) ......

(c) ......

(d) to develop the action already undertaken by the Council of Europe in such fields as reception, language teaching, vocational training, recognition of professional qualifications and diplomas, as well as their standardisation and equivalence, education of children, housing and family reunion, as well as safety at work for migrant workers, and to take all appropriate supplementary action for the protection of migrant workers and their families, in particular by drafting a European instrument to repress the undesirable practices of which foreign workers may fall victim,

(e) to centralise and distribute all information likely to help regularise migratory movements between European countries, and to suggest to member States ways in which the return of migrants to their countries of origin might be facilitated.

Appendix B

COUNCIL OF EUROPE

RESOLUTION (72) 18

METHODS OF COMPILING STATISTICS ON INTERNATIONAL MIGRATION OF WORKERS

(Adopted by the Committee of Ministers on 30 May 1972 at the 211th meeting of the Ministers' Deputies)

The Committee of Ministers,

Considering that the statistical data of the majority of the member States of the Council of Europe do not provide complete and comparable information either from the quantitative or from the qualitative point of view in the field of internal European migrations;

Noting that the extent of migrations in Europe, their recent evolution and their supposed future evolution as well as the constantly increasing mobility of migrants, particularly between immigration countries, renders the compiling of statistics more and more complex;

Emphasising the importance of a knowledge of international migrations and of the fundamental characteristics of the entire foreign population in each member State, considered as an element of economic, social and demographic policy;

Commending the efforts made by different States in order to arrive at a better knowledge of the situation and movements of the alien population;

Considering that co-operation in this sphere between the appropriate authorities of member States in the pursuit of greater unity between them conforms to the aim of the Council of Europe, as defined in Article 1 of its Statute,

Decides

I. to recommend to the governments of member States :

A. that an effort be made to gather the maximum amount of data on the movements and situation of the alien population, in particular as regards :

- nationality,
- present and previous residence,
- family situation (including if possible members of the immediate family who have remained in their home country),

- vocational situation (e.g. as regards work, employer and place of work and the vocational qualification of the worker),
- literacy and knowledge of the language of the adopted country

of all aliens within the territories of the member States, by means of :

1. **improvements in the efficiency** of the statistical approach within the framework of :

(a) the census : questionnaires to be drawn up for a general population census should reveal as many as possible of the details referred to above;

(b) population records which are particularly essential. This would involve making an effort to discover the incidence of departures for foreign countries, using the system of the permanent inventory;

(c) the records of social security bodies;

(d) other sources of statistics which may have a useful complementary function, such as enquiries and special censuses etc.;

2. **increased co-ordination between the selected sources of statistics,** in particular between :

(a) those deriving from social security bodies and from employers;

(b) population registers and all other registers;

(c) State population statistics obtained by the general population census and population registers;

(d) work permit records and those of social security bodies;

(e) all other sources and those mentioned above;

B. to make the most of the entire process of compiling statistics by :

1. **centralising information** at national level, preferably by automatic classification through electronic media and possibly by informing a central office for statistics in each country;

2. **an efficient use of data** which may be obtained by such means as :

(a) electronic processing of information received and by comparing statistics relative to the situation and movement of migrants in order to establish a rational classification of alien population;

(b) an improved presentation of results by the publishing of tables at close intervals if possible;

3. **international collaboration** between the statistical services of the European countries in order to :

(a) study the problems arising out of the harmonisation (for purely statistical reasons) of certain concepts such as population, the registration period, usual residence, minimum age of aliens to be classified as individuals for statistical purposes, family records;

(b) study the harmonisation of regulations on the registration and notice of departure of migrants;

(c) engage in exchanges of views before the introduction of any new measure into the national statistical systems, such as the national reference number and the adoption of an international social security card;

(d) synchronise the dates on which overall assessments should be produced by the Central Statistical Offices;

(e) attempt to standardise the presentation of a minimum number of statistical tables;

(f) carry out a periodical comparison of recapitulatory results and study any differences in them;

II. to invite the governments of member States to report every four years to the Secretary General of the Council of Europe on the action they have taken on this resolution.

Strasbourg, 13 June 1972

EXPLANATORY MEMORANDUM TO RESOLUTION (72) 18

ON METHODS OF COMPILING STATISTICS ON INTERNATIONAL MIGRATION OF WORKERS

1. For an understanding of the problems involved in compiling migration statistics, it is first necessary to outline briefly the most striking features of the migration phenomenon in present-day Europe.

2. The number of migrants has now reached an unprecedented level, partly because of the industrialised countries' labour requirements and partly because of pockets of economic and structural under-development elsewhere in Europe.

It is now reckoned - though there is no way of checking the accuracy of these figures - that there are about six million foreigners in the Council of Europe member States, and the experts forecast that this figure will soon be sharply exceeded. The 2nd European Population Conference pointed to a figure of about ten million by the end of the 1970s.

3. Quite apart from the size of these figures, however, there is another aspect worth mentioning: the extreme mobility of migrant workers in present-day conditions, owing to ease of communications and to the policies pursued by the immigration countries, which also affect the rapidity of such movements - for instance where they involve periodic rotation of foreign labour.

4. There are also other factors which have to be taken into account - such as the wide variety of nationalities among migrant workers, a variety which increases as traditional sources of manpower dry up. Migrant workers come from further and further afield and from more and more countries. Furthermore, the young ones move about a great deal from country to country, often giving migration between European countries a character of internal migration.

5. There can be no doubting the importance of statistics in present-day society. Government action presupposes the fullest and most accurate possible knowledge of social phenomena, which can only be satisfactorily acquired by means of an efficient system of data collection and processing.

6. Migration statistics are especially important, as it is difficult to keep track of something so shifting and changing as people's movements from one country to another.

7. At present the main defects in the various national systems for compiling statistics of international migration are as follows :

(a) information is inadequate, both quantitatively and qualitatively;

(b) statistics are not comparable. To give a simple example, using certain statistics, the same individual can be counted among the resident population of two or more countries at the same time.

However, data concerning migrant workers and their families are needed more than ever today, now that efforts are being made to get responsible migration policies under way. These data form the basis for sound economic, social and population policy. This applies to both the immigration and the emigration countries.

8. Consequently, there now arises the problem of international collaboration, which must not be confined to the introduction of a few improvements or a few similar criteria into the various countries' statistical systems. Alongside progress in the organisation of statistics, there must be constant exchange of experiences and new ideas with the aim of compiling data which are not only rich in content but also comparable and therefore useful to all concerned.

9. Nor has the Consultative Assembly of the Council of Europe been blind to the fundamental importance of migration statistics (see Recommendation 533 (1968) on synchronising and harmonising population censuses). Furthermore, the 2nd European Population Conference recommended the Committee of Ministers (Recommendations 6 and 11) to standardise migration counts, at least with regard to certain methods of collecting data, to apply common standards and to engage in a thoroughgoing exchange of information on the occupational and socio-economic features of migration movements.

10. The ideas underlying the recommendations embodied in the resolution may be summarised as follows :

(a) **International harmonisation of methods** of assembling and presenting data relating to the alien population.

This is only possible if the information recorded is of the same type in all Council of Europe member States.

(b) **Use of national statistics systems**, which must be improved so as to allow for recording alien population data.

(c) **Increase in the efficiency** of the most representative sources of statistics.

As each source has a clearly defined administrative purpose, it should not be diverted from that purpose, but its specific function in relation to migration requirements should be accentuated.

(d) **Co-ordination** between the various statistical sources.

As some sources supply only incomplete information, they should be combined with other sources, with the aim of producing an integrated, co-ordinated system designed to improve knowledge of migration.

APPENDIX D

INTRODUCTORY REPORT FOR THEME II

"Securing satisfactory educational provision before and during the host country's compulsory schooling period"

by

Mr. Louis WARZEE
Inspecteur Principal
(Belgium)

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PART III : RECOMMENDATIONS

Appendix A : Resolution No. 3 (1969) of the Standing Conference of European Ministers of Education on the nursery school and primary school in relation to the demands of educational opportunity for all

Appendix B : Resolution (70) 35 of the Committee of Ministers of the Council of Europe on school education for the children of migrant workers

Appendix C : Resolution No. 5 (1962) of the Standing Conference of European Ministers of Education on educational documentation

PART I

Problems arising from the presence of substantial numbers of migrant workers' children in the host country

Ways of easing their integration into the host country's educational system

I. GENERAL REMARKS

1. There should be strict equality of treatment between immigrant children and others. That means :

   - that immigrant children should have the same benefits (access to educational and quasi-educational establishments, social benefits etc.);
   - that they should be covered by the same regulations (compulsory schooling, regular school attendance, prophylactic measures etc.). (1)

II. BEFORE COMPULSORY SCHOOLING

2. A foreign child's experience in the host country before he enters the primary school is of fundamental importance, particularly from the psychological and linguistic points of view. The malleability of very young children and their receptivity to the pressures of their environment justify ensuring they receive every possible care.

3. Crèches and day nurseries

These should be open to migrant workers' children (for a charge commensurate with the family budget). Although at the beginning of his stay a migrant worker is usually alone in providing for his family's needs, his wife will often also find a job after a certain period. But once the mother goes out to work facilities need to be provided for the care of her children. Where such provision is still inadequate (perhaps for nationals too) everything should be done to improve it.

4. Transfer from the crèche to the nursery school

In many countries there is a gap between the crèche and the kindergarten. Parents who go out to work do not know what to do with their children aged 2 and 3. They are forced to rely on relations or sympathetic neighbours, who may or may not be of their own nationality.

5. Nursery school

The kindergarten offers an effective educational environment (often preferable to that of the migrant family because it is closer to the psychological and social conditions in the host country. Linguistic and social conditioning is easy before the age of 6, and there are very few inhibitions. Are these schools available everywhere in adequate numbers?

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(1) See, however, § 32 : a certain flexibility in applying such regulations is essential, particularly during the early part of the child's stay in the host country.

6. The continuous kindergarten

By doubling up the educational staff of the kindergarten it is possible for supervision to be improved. First, it can be made continuous : from arrival in the morning until departure in the evening. Secondly, it is provided by specially trained personnel (nursery school, day nursery and kindergarten teachers).

7. Morning and evening nurseries

These are indispensable in places where it is common for both parents to go out to work and to comply with factory hours.

III. DURING COMPULSORY SCHOOLING

A. PRIMARY, ELEMENTARY OR BASIC EDUCATION

8. Information on education in the host country

Foreign workers generally know very little about the education system of the host country. As a result, they and their children are frequently led astray. A certain amount of information would save migrants numerous administrative annoyances and prevent legal proceedings that are due more to ignorance of rights and duties than to wilful offences.

9. Compulsory schooling

Compulsory schooling should apply to the children of migrant workers in the same way as it does to all other children in the host country irrespective of whether these workers are legally authorized to stay and work there. The difficulties to be overcome are due mainly to a total or partial absence of previous schooling in the country of origin, and to different traditions in the provision of schooling for boys and girls.

10. Regular school attendance

School attendance is effective only if it is regular. This is compulsory for nationals and it must also apply to foreigners (although the child may occasionally be required to remain with his family, particularly if he acts as an interpreter between his parents and the administrative authorities). But this tolerance must not lead to abuses : such as children being sent to work before they are old enough, left to look after their younger brothers and sisters, given the job of dealing with the family accounts and business correspondence ...

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11. Admission to the primary school

Admission to primary education often leads to the child being one school year (or more) behind. The presence in the same class of children of different ages and therefore of very different mentalities is harmful to the efficiency of the teaching process.

12. Integration into primary education

When the foreign child has to be integrated into primary education, he experiences many difficulties due not only to a change of language but also to his educational conditioning which may be very different from that of the pupils with whom he has to mix.

13. School textbooks

Do the migrant children understand the textbooks made available to them? Can they grasp the vocabulary? Do these books, which were designed for teaching in the native language, meet the linguistic requirements of foreign children or do they remain incomprehensible?

14. Moving to a higher class

The little foreigner is obviously at a disadvantage when he has to change his class, if marks are the only criterion taken into account. The initial language handicap affects the marks. As a result, years have to be repeated, although this may not be justified by the pupil's intellectual standard. How many children are discouraged by the futility of their efforts and their inability to express their thoughts in a language not yet adequately mastered?

15. The language of the host country, taught as a foreign language

Some countries pursue a re-population migration policy to offset their own low birth rate or their depopulation. In such cases integration may take the form of total assimilation. The emphasis is then placed on the host country's language, the basic factor making for integration into the education system and the social environment. Language difficulties rather than differences in curricula or lack of knowledge are the cause of educational maladjustment. But is the host country equipped to teach its own language as a foreign language? Special teaching equipment is required so that audio-visual and structural methods adapted to children or adults or even adolescents (with slides, tapes, textbooks for the teacher and the pupil) can be employed. Are teachers given special training for these tasks?

16. The migrants' native language

The use of foreign labour may be only temporary. The presence of migrants is then a temporary phenomenon, as is also the case in regard to the educational integration of their children. In this case foreign children must continue to study their native language if they are not to feel complete strangers in their own country when they return there for good. Nonetheless, even in the case of a temporary stay, the adjustment of the child to the host community is critically important at a stage of development in which education plays so large a part. When it is not clear whether the migrant family will return to the country of origin or settle down for good in the host country, education must contribute to preparing the child for either of these eventualities.

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17. School leaving qualifications

A child completing primary education in the host country will probably pass a school-leaving examination and receive a certificate in countries where this is the normal practice. Will this document be recognised in other countries (particularly in the country of emigration)?

18. Day and evening supervision

Like the kindergarten (and even more so because of the compulsory nature of schooling) the provision of facilities for morning and evening care and supervision is essential, particularly in industrial areas where the parents' working hours differ completely from school hours.

19. Supervised work in the evening

This is extremely valuable for foreign children : assistance with homework, advice, explanations, language help, rehearsing lessons ...

20. Socio-cultural and sports activities

These are provided when schools are closed and should be available to foreign children as well as local children.

21. Holidays

In large towns the school holidays create almost insoluble problems for parents at work. The child who is left to his own devices in the street runs ever-increasing risks.

22. The parents and the school

Migrant parents display no real interest in their children's schooling unless they themselves feel involved. Language is often the most difficult obstacle for them to overcome as much if not more so than for their children. Inversely, the child's educational integration will be facilitated if the parents themselves become better adapted to their new social environment.

B. SECONDARY EDUCATION

23. Reception classes

On entering secondary education (general, technical or vocational) there must be a reception class to facilitate the transition from an educational past which is often incomplete or deficient at primary level. In the absence of uninterrupted elementary education and particularly an adequate mastery of language, the young foreign pupil may soon be out of his depth in the secondary school. Young illiterate pupils between the ages of 13 and 15 present the most difficult problems as far as adaptation is concerned. The risk of delinquency in these age groups is high. They have passed the age for attending the primary school, where their presence would be an embarrassment (because of their age, size and greater maturity) and no secondary institution will admit them because of their lack of literacy. Left to their own devices, these young people are an obvious danger for society.

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24. The migrants' native language

Is the foreigners' native language included in the curriculum? If so, they may achieve excellent results in it. If not, they will be forced to learn another language and this will add yet another difficulty to the many they have to overcome.

25. Fee-paying secondary education

Free education is the rule as far as primary schooling is concerned, but that is not always the case at secondary level. Migrant workers with low incomes may not be able to afford to pay for these studies. Should their children be condemned to forego the schooling which might enable them to obtain social advancement either in the host country or their homeland?

IV. GENERAL INFORMATION AND DOCUMENTATION

26. Countries receiving many migrant workers are aware of the importance of a documentation centre containing everything concerning immigration. All too often this information is scattered in a number of ministries and departments. The result of inadequate coordination is a wastage and overlapping of efforts.

V. TEACHER TRAINING

A. EMIGRATION COUNTRY (1)

27. Basic training

Countries exporting large numbers of workers have an interest in making their future teachers aware of the migration problem. How indeed can one remain indifferent if it affects a high percentage of the population ? Some teachers will be called upon to emigrate in order to help their compatriots abroad : a very general awareness of the subject would therefore be useful.

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(1) The following countries are referred to : Spain, Italy and Turkey.

28. Specialised or additional training

Teachers sent abroad to teach children of their own nationality can work efficiently only if they are not as much out of their depth as their pupils. Specialised additional training at basic level will provide them with the essential knowledge to become well integrated abroad and to adjust their teaching methods accordingly. A good acquaintance with the host country, with its legislative and administrative systems, with its teaching methods and with its language constitutes a minimum requirement.

B. HOST COUNTRY (1)

29. Basic training

In countries which receive large numbers of migrants teachers are confronted with many difficulties for which they have usually not been prepared in any way. Basic training could make future teachers aware of the migration problem, provide them with a limited range of general information and encourage contacts with migrant communities (by way of local surveys and research, for example). A better understanding of the subject would promote an awareness of the many problems resulting from the presence of foreign children in a class and could help to prevent educational errors which sometimes have disruptive consequences.

30. Specialised training

Teachers devoting themselves exclusively to the education of migrant workers' children will do so all the better if they have received specialised training in depth. Such training should deal mainly with a knowledge of the migrant environment (customs, traditions, religion, psychology etc.) and perhaps with the use of the language concerned. The organisation of school work, individualized teaching and the teaching of the host country's language as a foreign language must be completely mastered. To be effective, this training should be both theoretical and practical.

31. Additional training

Teachers concerned with migration problems because of the presence of a number of foreign pupils in their class, but who do not want to specialise exclusively with a view to teaching them, would gain if they were given supplementary training in addition to that received at their teacher training colleges. This training, directed towards the practical solution of specific problems, should be psychological, sociological, linguistic and especially pedagogical.

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(1) The following countries are referred to : The Federal Republic of Germany, Belgium, France, the Netherlands, the United Kingdom, Sweden and Switzerland.

PART II

Schemes and projects quoted by way of example and taken from the reports presented by the participating countries

I. GENERAL REMARKS

32. Under their educational legislation several countries subject the children of migrant workers to the same regulations as their nationals. In the Federal Republic of Germany, Belgium and Luxembourg no distinction is made between native and foreign children. There may, however, be special allowances for migrant workers' children, in certain specific cases : the less stringent execution of legal sanctions due to attenuating circumstances resulting from maladjustment (as in Belgium) ; special courses, special classes, reception classes, transition classes, adaptation classes (as in Belgium, France ...).

II. BEFORE COMPULSORY SCHOOLING

33. Crèches and day nurseries

Industrial or commercial enterprises employing large numbers of foreign female workers sometimes open their own crèches (as in Switzerland). The public authorities also promote the development of the existing network of crèches (as in Switzerland and elsewhere).

34. Transfer from the crèche to the nursery school

"Pre-nursery" facilities may sometimes bridge the gap between the crèche and the nursery school (as in Belgium). Where they were opened, all places were quickly filled although they were not free of charge. The demand considerably exceeds supply and further efforts are expected on the part of the public authorities.

35. The nursery school

In some countries, where there is a very comprehensive and well-organised network of kindergartens, almost all small children, both native and foreign, are admitted (as in Belgium, Austria ...) Elsewhere a considerable effort should be made in respect of infrastructure and teaching staff to meet the needs of the whole population (as in England and Wales).

When several families live in housing provided by the firm employing them, it should open its own nursery school : foreign children can then mix with native children (as in Austria).

Introductory courses to the local language sometimes begin in the nursery school (as in Switzerland). The need for more developed teaching methods may also be felt at this level (as in the United Kingdom). The occasional accommodation of foreign children with local families who have children of the same age is particularly effective in speeding up linguistic integration (as in Switzerland).

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36. The continuous kindergarten

The doubling up of educational staff provides each class in the nursery school with two form mistresses : one is on duty from 7.30 a.m. to 1 p.m., the other from 12.30 to 6 p.m.; the difficult period for supervision (and education), namely meals, is supervised jointly by the two instructresses. The important times - arrival in the morning, hygiene and meals - are thus the subject of individual treatment (as in Belgium) to the great benefit of the children, who are mostly foreigners. If the number of migrants in the school reaches a certain level (for example, 8 to 10) an additional instructress may be employed at the State's expense (as in the Netherlands).

37. Morning and evening nurseries

These are provided free of charge in Austria and Belgium.

III. DURING COMPULSORY SCHOOLING

A. PRIMARY, ELEMENTARY OR BASIC EDUCATION

38. Information on education in the host country

Simple and clear illustrated brochures can provide essential information for people emigrating to a country of which they know nothing. This is being done in Spain and Finland. The legal regulations governing education and the material facilities offered by school and/or outside institutions are explained in the migrant's native language. These printed leaflets may be distributed before departure in the country of origin (as Austria does in respect of Yugoslavia and Turkey, Malta in respect of Canada and Australia, and Turkey whose leaflets are printed in Turkish and French) or distributed on arrival in the host country (as in the United Kingdom, Sweden ...). The need for such publications has encouraged some countries (such as the Netherlands) to prepare printed material in a number of languages.

39. Compulsory schooling

In France, Belgium, the Federal Republic of Germany, Norway ..., compulsory schooling covers all children whatever their nationality. In other countries such schooling covers only 50% to 75% of the population concerned.

40. Regular school attendance

Where properly checked,irregular school attendance can lead to proceedings and sanctions against the head of the family concerned (as in the Federal Republic of Germany and Belgium).

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41. Admission to the primary school

The organisation of reception classes or preparatory classes in which teaching is directed to linguistic and social adjustment, makes it possible to avoid the need to repeat years. The introductory classes for primary education opened in France, Luxembourg, Switzerland, the Federal Republic of Germany ... are producing excellent results.

42. Integration into primary education

If there is a considerable gap between the educational standards of the country of origin and the host country, measures can be adopted to ensure a smooth transition. Integration will be all the easier if adaptation classes have been created (such as those operating, for example, in Austria and Belgium). In these classes, extra curricular tuition (in Austria, language courses organised free of charge by the Youth Red Cross; in Switzerland, supplementary language classes) enable the foreign child to enter the school year corresponding to his age and to his educational level and background, notably by means of a crash course in the national language. Another solution consists in providing crash courses (as in Sweden : six lessons per week per group of pupils) ; these are shorter than the adaptation classes and also more flexible.

"Education units" are set up by certain emigration countries (Spain, for example) in the host countries. These play an essential rôle in the linguistic integration of persons with no knowledge of the host country's language and a complementary rôle in the case of children already attending local schools. Where necessary, school transport paid for by the emigration country ensures that the children are brought together within these "education units".

The annual organisation of special experimental classes under the aegis of the Council of Europe (as in the Federal Republic of Germany, Belgium, France and Sweden) helps towards the smooth adjustment of the foreign children involved and provides an informative experience for all taking part in the experiment.

43. School textbooks

The foreign child should bring to the host country the textbooks he used in the primary class he has just left in his native land. He will then be able to compare the subjects in the two languages he now has to master. Also, the teacher receiving him is better able to assess the educational level of the studies already completed. The possession of textbooks for the following year is also useful to back up the child's progress and offer him points of reference which are more easily understandable.

The cost of textbooks would not be very high for emigration countries (as in the Finnish schools in Sweden) ; such textbooks and teaching material should be exempted from customs duty (as in Spain).

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44. Moving to a higher class

Switzerland is making the conditions for moving to a higher class more flexible. Unsatisfactory results in the language and any weaknesses in other subjects due to that inadequacy are not taken as a reason for repeating the year. Also in Switzerland the school report records the work done and the results obtained in the native language (if this is included in the curriculum).

The school career record (proposed by the Council of Europe and in which the Spanish authorities have shown great interest) would, if it were generally introduced, provide an effective link between the country of origin and the host country, and would facilitate both arrival in the host country and return at a later date to the country of origin.

45. The language of the host country, taught as a foreign language

Research conducted in France by BELC and CREDIF has led to the preparation of suitable methods. "Frère Jacques" and "Bonjour Lise" are increasingly used, thanks to their undoubted effectiveness. In Belgium "Paul et Claire" and "Goed spreken", initially designed to teach the second national language to native children, are also used successfully with foreign children.
In the Netherlands the "Nou jij" method was specially devised for foreign children.

The host country's language may be the subject of supplementary courses. In this case, the best solution is to integrate them into the normal timetable and to arrange for them to be given during a specific number of weekly hours by specialised teachers, by auxiliary teachers or by foreign teachers. Failing this, they can also be arranged outside school hours ; but that has the major disadvantage of tiring the children with extra work.

Linguistic adaptation is achieved in different ways (and with different degrees of efficiency) according to whether the host country is :

(a) unilingual (as in France, the United Kingdom, the Federal Republic of Germany, Austria, Norway, the Netherlands, Denmark), in which case the migrant child has only to learn a single language, spoken throughout the whole country, which he will use wherever his family may move within that country ;

(b) bilingual (as in Finland and Luxembourg), in which case the child has to adapt simultaneously to the two national languages when these are taught throughout the whole country (or to the two languages successively when each is used in certain parts of the country only and the family moves from one language region to another within that country) ;

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(c) plurilingual (as in Switzerland and Belgium), in which case the teaching of a second national language (or even a third one) may be compulsory by law. Migrants are confronted with enormous difficulties because the 'second language' will rarely be their mother tongue (apart from Italian in Ticino). Hence a baffling multiplicity of languages : first language + second language + native language - the simultaneous use of three languages (at the very least, for no account is taken of the dialects in the host country and the country of origin). In the midst of this linguistic maze the child must show outstanding intelligence and adaptability (more so, paradoxically, than is required of his parents). Could foreigners not be exempted from studying the second language (and, consequently, the third one) as in Luxembourg? The time thus saved could be usefully devoted to the study of their native language (a proposal put forward by Spain).

46. The migrants' native language

France and Belgium encourage schools to open their doors outside school hours to associations and organisations (official or not) organising courses in the native language (for children and/or adults). The host country bears the accommodation costs : rental charges, upkeep, heating, lighting etc. The embassies and consular authorities in the host countries make an indispensable contribution to the efficiency of these courses through the provision of qualified teachers, textbooks, teaching material etc. (Spain, for example, is making a special effort in the Federal Republic of Germany, France, the Benelux countries and the United Kingdom ; Italy,in the Benelux countries and in the United Kingdom ; Turkey, in Southern Germany and Belgium ; and Poland, in the United Kingdom).

Courses in the native language may sometimes be optional only (as in the case of Finnish in Sweden and for Japanese, Serbo-Croat, Italian and Pakistani in Norway) and aim at improving linguistic knowledge (as, for example, the maintenance of 'active bilingualism' in Finland).

Bilingual teachers are essential for teaching the native language and culture of the country of origin (cf the situation in Switzerland; Spanish teachers abroad; Finnish teachers in Sweden; foreign assistants in the Netherlands). They provide a link between the communities (and do not themselves have all the disadvantages of the migrant who is maladjusted from the language point of view. If the teachers come from an emigration country they should receive additional training , either in their own countries (as in Spain and Italy) or in the host country (as in the Federal Rpublic of Germany and the United Kingdom).

Where national legislation permits, the course in the native language is integrated into the normal timetable (as in France, the Netherlands and Switzerland). Some timetable structures are particularly suitable for this.

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Schools in university towns employ foreign students to give classes to migrant workers' children either full-time or half-time (as in Sweden and Belgium).

The provision of bilingual or bicultural schools, as in Sweden, is the most comprehensive solution.

47. School leaving qualifications

The emigration country sometimes organises periodical examinations for the award of a primary school leaving certificate to its nationals (as in Spain). This solution is feasible only if there are also preparatory courses in the form of "education units", as for example is the case for Spain and Italy.

48. Day and evening supervision

See § 18.

49. Supervised evening studies

The introduction of supervised studies outside normal school hours is becoming more and more general (as, for example, in Switzerland).

50. Socio-cultural and sports activities

In towns with many foreign children, more and more of them are enrolling for socio-cultural and sports activities (as, for example, in Belgium). The demand is such that not all can be admitted. Fortunately, day centres offer educational activities concurrently with sessions of socio-cultural activity.

51. Holidays

School camps, open-air work, open-air holidays and holiday centres are available to foreign children in the same way as to children of nationals (as, for example, in Belgium). In some towns the authorities have opened the playgrounds and playing fields of schools to children not going away on holiday, and they are kept under discreet supervision (as, for example, in Belgium). This rather hazardous solution does have the advantage of keeping children away from the dangers of urban traffic (but the disadvantage of keeping them in an environment which they are forced to frequent throughout the rest of the year).

In some countries, such as the United Kingdom, holiday centres have long been integrated into the educational system.

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52. The parents and the school

The creation of a parents' association, a parents' council or a consultative school committee (as, for example, in Switzerland) provides a direct link between adults and their children's school. Such bodies can function effectively if language problems are overcome by means of an interpreter. The situation becomes easier the higher the number of foreigners speaking the same language.

In order to be assimilated (or even taken into consideration), information disseminated by the school should be made available in the parents' language (as, for example, in Switzerland and Belgium). At the beginning of his stay, the child is not able to offer an accurate translation. There is nothing to prove that even later he will provide objective renderings.

Some schools provide language courses in the evenings or during weekends for the pupils' parents (as, for example, in Belgium). These courses are intended for adults, but adolescents and children are not excluded.

Television may also broadcast language courses for migrants of all ages (as, for example, the BBC in the United Kingdom and the BRT in Belgium). Trial broadcasts were all the more effective when instructors were available at listening centres to supplement the broadcast programme by establishing direct and appropriate contacts with the public.

B. SECONDARY EDUCATION

53. Reception classes

The reception or transition class (as in France, Switzerland, the United Kingdom , the Netherlands) admits pupils (a) whose schooling has been subject to interruption; (b) who come from different educational backgrounds; and (c) whose linguistic standards vary considerably.

The class provides for a transitional schooling whereby, in one or two years, the pupil can be integrated into the normal stream with more chance of succeeding (as in Belgium, where there are 66 such classes). Observation classes at an elementary level (as also in Belgium) can play a similar part. In the absence of reception classes, extra tuition courses could ensure integration into secondary education, although less effectively. Special general education schools for illiterate adolescents are the only way of integrating them progressively into the normal school system (as in Austria).

54. The migrants' native language

Although Italian or Spanish are often reported as the second language taught in the countries of Western Europe, it is obvious that Turkish, modern Greek, Arabic and Serbo-Croat do not appear in the curriculum.

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The following system (as used in Sweden) provides a flexible solution :

- the host country's language is called LANGUAGE A ;
- the second language is LANGUAGE B ;
- the third language is LANGUAGE C.

Language C can be replaced by the foreign pupils' mother tongue. If the curriculum does not include Language C, then Language B can be the foreigners' language.

55. Fee-paying secondary education

Study grants may be provided for foreign workers' children for all stages of secondary education (as, for example, in France and Belgium). Bilateral agreements have been signed between the host countries and emigration countries. These could be extended to all the countries concerned. The emigration countries themselves may award a number of study grants to enable their nationals to complete their education abroad (as, for example, does Spain).

IV. GENERAL INFORMATION AND DOCUMENTATION

56. A documentation centre assembles everything published on training and teaching for migrant workers and their children. It classifies the information and disseminates it (as, for example, BELC in France).

57. Sample surveys are sometimes conducted so as to assemble information with a view to its systematic exploitation.

V. TEACHER TRAINING

A. EMIGRATION COUNTRIES

58. Basic training

Basic training has hitherto scarcely been provided at all. A knowledge of the host country's language is desirable. Some courses are set aside for teachers called upon to emigrate (as in Italy).

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59. Specialised and/or additional training

Spain and Italy organise short preparatory courses aimed mainly at promoting an understanding of migration problems, problems of adjustment, assistance for migrants, education systems abroad. The languages of host countries are taught in Italy and Turkey. Supplementary training is organised by Spain and Italy in the host countries in the form of courses or lectures, in which inspectors sent to the host countries take part.

B. HOST COUNTRIES (1)

60. Basic training

Countries offering systematic basic training are rare : the Federal Republic of Germany intends to do so; Sweden has been implementing projects since 1971; the United Kingdom has launched a large number of very localised projects; France has actively begun retraining teachers at teacher training colleges and is organising regional courses. There exist methods for teaching the host country's language as a foreign language; but teachers need to be trained to use them.

61. Specialised training

In Belgium, the Netherlands and Switzerland, nothing is done in this field. Sweden organises courses (particularly summer courses), short courses, conferences and 'journées d'études'. Some British colleges offer optional courses. France has tried out a restricted experiment in specialisation. The Federal Republic of Germany organises multidisciplinary theoretical and practical courses. Efforts are very diversified and scattered. The trial and error stage has not yet been passed, and specialisation is focused more on the teaching of the host country's language than on methods of teaching and instructing migrants.

62. Additional training

Sweden organises well structured courses. Various courses are available in the United Kingdom, as also in France and in the Federal Republic of Germany. Elsewhere nothing is being done. The United Kingdom and the Federal Republic of Germany offer further training for migrant teachers, either to extend their basic knowledge or to enable them to adjust to teaching in the host country. Meetings between practising teachers in the Federal Republic of Germany, the United Kingdom and Switzerland, offer a useful supplementary source of information.

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(1) The schemes referred to are not necessarily implemented everywhere. They may just be isolated projects in a number of localities or schools.

PART III

Recommendations

(a preliminary draft resolution)

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The Conference

Considering the importance of the pre-school period in the psycho-social development of the child and for the learning of language (a key factor in the integration of foreign children in the host community);

Conscious of the fact that compulsory schooling is the only means of providing for all foreign children the basic education which will grant them access either to an occupation with the prospect of professional and social advancement or to further studies at secondary level (general, technical or vocational);

Believing that proficiency (both oral and written) in the host country's language can be attained during the period of compulsory schooling if the right conditions are available;

Considering the indispensable contribution which primary schools can make in helping immigrant families over and above the teaching of immigrant children;

Aware of the difficulties encountered by younger immigrants who arrive in the host country at the age for following secondary education;

Convinced that teachers in the host countries as well as in the countries of origin should be properly trained for these tasks, with particular attention to the special rôle played by teachers who primarily devote their careers to the education of migrant workers' children;

Present for consideration by the Standing Conference of European Ministers of Education, the following recommendations :

1. in their schooling, migrant workers' children should be treated at least on a basis of strict equality with the children of the host country and even benefit from special measures (special classes, reception classes, transition classes etc.);

2. in accordance with Resolution No. 3 (1969) (1) of the Standing Conference of European Ministers of Education, suitable reception facilities (crèches, day nurseries, pre-primary classes, kindergartens etc.) should be made available for migrant children of pre-school age, and if such facilities do not exist, the official authorities, private associations and/or employers should make a special effort to get them set up :

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(1) See Appendix A

- the kindergarten should admit migrant workers' children free of charge, and in the absence of adequate provision a special effort should be made by the public authorities;
- 'continuous kindergartens' should be made available when the proportion of foreign children in a school is very high and if these children require special education or care;
- morning and evening nurseries should be available for all children whose parents are absent at work before and after school hours;

3. simple and adequately detailed information on the education system of the host country should be made available to migrant workers, either before their departure from their native country, or on arrival in the host country. Such information should be prepared in the migrants' language (possibly in the form of multilingual brochures);

4. the children of migrant workers should be :

   - subjected to compulsory schooling in the same way as native children, whatever their parents' status (official or clandestine migrants). In no case should these children suffer from any irregularity in their parents' status;
   - required to attend classes regularly in accordance with the legislation in force in the host country (apart from occasional absences due to the help which children can give their parents through having a better knowledge of the host country's language);
   - regrouped on arrival in the host country, when their number makes this possible, in reception classes with a view to enabling them to learn the host country's language as rapidly as possible and thus avoid falling behind in the educational system. Such classes could be designed along the lines of the special experimental classes sponsored by the Council of Europe. Failing this, extra tuition courses may help to achieve the same aim;
   - placed, where appropriate, in adaptation classes aimed at integrating children into the education system at a level corresponding to the studies they have already completed;

5. the emigration countries should provide the children with textbooks for the current school year and the following one in order to help them adjust to the subjects taught, and the immigration country should waive all customs duties on teaching materials;

6. school results should be recorded in the school career record proposed by the Council of Europe, and foreign pupils should never be stopped from transferring to a higher class because of inadequate knowledge of the teaching language;

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7. the host country's language should be taught actively and intensively by methods in keeping with the children's mentality and psychology. Such teaching should be incorporated in the normal timetable. During primary education, the foreign child shall be exempted in bilingual or plurilingual countries from studying the second national language;

8. the migrants' native language and the culture of the country of origin should not be neglected, particularly if the stay in the host country is not permanent. This teaching should be incorporated into the normal timetable and local authorities, consular authorities and embassies should provide all necessary assistance (bilingual teachers, textbooks, teaching materials etc.);

9. the equivalence of certificates awarded at the different levels of compulsory schooling should be recognized in the immigration and emigration countries, and courses in the language and culture of the country of origin which are given in the host country should be recognized by the emigration countries concerned;

10. in accordance with Resolution (70) 35 of the Committee of Ministers of the Council of Europe (1), pupils in primary classes should be helped in their work by competent staff during periods of supervised study outside school hours;

11. socio-cultural and sports activities, and holiday camps (or similar institutions), should be available to migrant workers' children in the same way as to native pupils;

12. in accordance with Resolution (70) 35 of the Committee of Ministers of the Council of Europe (1), parents should be associated with the activities of the school and appropriate measures should be taken to promote contacts between schools and families (dissemination of information, meetings with interpreters etc.);

13. reception classes should be provided for foreign children who have not completed or normally attended primary schooling in the host country, so as to integrate them into secondary education. Where there are enough young illiterate foreigners adaptation classes should be provided so as to enable them to acquire a proper secondary education (vocational or technical);

14. following primary school, foreign children should be able to choose their native language as a second language in secondary education and curricula should be adapted accordingly;

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(1) See Appendix B.

15. study grants should be awarded by the host country and/or the country of origin to migrant workers' children who have the necessary ability to pursue their secondary education (general, technical or vocational);

16. in pursuance of Resolution No. 5 (1962) of the Standing Conference of European Ministers of Education, (1) each country should set up a documentation centre in which all relevant information concerning migrant workers and their children's education will be centralised for the purpose of dissemination;

17. during basic training, the emigration countries should make future teachers aware of the migration phenomenon and its implications for educational practice by providing information on the origins and present development of the migration of labour. Teachers called upon to leave their country should be given specialised training covering at least the language of the host country and its institutions;

18. during basic training, immigration countries should provide teachers with information about the problems they will have to face in classes attended by foreign children;

19. teachers who devote themselves exclusively to the teaching of migrant workers' children, should be enabled to specialise and this specialisation should be recognised in the form of increased salary;

20. teachers confronted with the problems of teaching classes attended by migrant workers' children should be enabled to acquire additional training, specially designed to help them;

21. in accordance with Resolution (70) 35 of the Committee of Ministers of the Council of Europe (2), teachers in the countries of origin should be encouraged to follow courses in the receiving countries and vice versa, in order to promote understanding of the cultural and educational systems of these countries.

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(1) See Appendix C.

(2) See Appendix B.

Appendix A

STANDING CONFERENCE OF EUROPEAN MINISTERS OF EDUCATION

RESOLUTION N° 3 (1969)
on
The nursery school and primary school in relation to
the demands of educational opportunity for all

The European Ministers of Education, at their Sixth Conference,

HAVING CONSIDERED the report by the French delegation on "The nursery school and primary school in relation to the demands of educational opportunity for all",

BELIEVING that education should be primarily concerned with the child's development in a context of permanent education;

BELIEVING that, in that context, the opportunities of all should be equalised as far and as early as possible, particularly in developing capacities for oral expression;

BELIEVING that pre-school education can foster such equalisation if it is able to widen the experience offered by the home environment or to compensate for its inadequacies, by providing a richer environment to explore and enabling the children to become part of a community in which they can learn to live and work together and communicate with others;

HAVING REGARD in this connection to the problems of children who experience particular difficulties of expression as a result of their social and cultural environment;

HAVING REGARD also to the special needs of the children of migrants whose difficulties in this respect are particularly acute;

BELIEVING that primary schools,should, over a given period, with due regard to differing natural talents, bring all children to comparable levels of skills and knowledge;

BELIEVING that primary education, as a natural sequel to pre-school education, should prepare children for social life by giving priority to education over instruction and by fostering the development of the personality and of human qualities, independently of economic and occupational considerations;

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RECOMMEND that governments:

(a) continue as fully as possible with the establishment of nursery schools, particularly in rural areas;

(b) accepting permanent education as an objective to be attained, should conceive the training and further training of nursery and primary school teachers in that light;

(c) bring the concepts of primary school teaching into line with those which have proved successful in nursery schools, notably by:

- centring education on the child, who should be guided in this development rather than brought to an arbitarily defined standard of attainment;

- associating children with their own education;

- paying, in consequence, much more regard to what a child is than to what it is wished he should become;

- developing in him curiosity, a creative urge and independence;

- establishing contact and consultation amongst all those responsible for education;

- establishing contact between the school and the family, having regard to the social and cultural influences exerted on the latter;

(d) determine what adjustments need to be made in education in view of the special difficulties experienced by certain children in their social and cultural environment and by migrants who have to adapt themselves to a new environment:

(e) expedite the implementation of recommendations adopted in the Council of Europe relating to the teaching of a foreign language to all children as early as the primary school stage;

INVITE

(a) governments

to pool all relevant information on experiments and innovations in nursery and primary education in their countries and communicate it to the interested international organisations;

(b) international organisations, particularly the Council of Europe,

to stimulate, support and disseminate all research which can help the objectives stated in this resolution to be achieved.

Appendix B

COUNCIL OF EUROPE

RESOLUTION (70) 35

(Adopted by the Ministers' Deputies on 27 November 1970)

SCHOOL EDUCATION FOR THE CHILDREN OF MIGRANT WORKERS

The Committee of Ministers,

I. Having regard to the recommendation submitted to it by the Council of Europe Special Representative for National Refugees and Over-Population, following studies that have been carried out and in the light of the opinion expressed by his Advisory Committee on school education for the children of migrant workers ;

II. Considering that the instruction and education of children is an inalienable right which may be claimed even in difficult circumstances, such as those engendered by international migrations ;

III. Conscious of the necessity of ensuring, in their own interests, that the children of migrant workers do not lose their cultural and linguistic heritage and that they benefit from the culture of the receiving country ;

IV. Considering that efforts made by emigration and immigration countries to facilitate school education for the children of migrant workers will promote their adaptation or integration and consequently that of their parents ;

V. Considering that in this matter close collaboration between the relevant departments of the European member States to promote educational and cultural integration is in conformity with the aims defined in Article 1 of the Statute of the Council of Europe,

Recommends that governments of member States :

A - Guarantee, by means of legislation or regulation, exercise of the right of migrant workers' children to school education ;

B - Take appropriate measures for the attainment of the following objectives :

1. To improve the information given to families before departure about the educational facilities and requirements in the immigration country, and to provide on arrival advice and assistance in connection with enrolment in schools for those of compulsory school age ;

2. To provide for the children of migrant workers who do not emigrate with the head of the family the opportunity of starting or completing their compulsory education in their country of origin and possibly to provide free schooling and school equipment for them, for example in maintained or State schools ;

3. To ensure that the responsible emigration services and school authorities advise the families of migrant workers to obtain, before a child's departure, standard records providing information on its school career and health, to assist in the assessment of its level of scholastic attainment ;

4. To ensure that the appropriate local services, and where appropriate, the employers of migrant workers, inform the school authorities concerned without delay of the arrival of children of school age ;

5. Possibly to establish, if need be, in co-operation with the authorities of the countries concerned, in areas where a sufficient number of migrant workers' families live, special classes or courses designed to assist the gradual integration of the children into the normal classes of the country of immigration, in particular by helping them to learn the language of the country; children of migrant workers should be taught in special classes or attend special courses for the shortest time strictly necessary ;

6. To promote, after a period of adaptation appropriate to each child, full integration into normal classes in order to develop mutual understanding; with this in mind, immediate integration into the school in certain subjects such as drawing, physical training, handicrafts etc., should be encouraged as far as possible ;

7. To see to it that, where practicable (and except for special classes or courses), compulsory classes do not contain dissimilar pupil groups in numbers likely to prejudice the teaching both of the children of migrant workers and of the native children ;

8. To encourage, with the assistance of public and private bodies in the receiving country, the organisation of assisted and supervised study periods after school, in order to provide the necessary educational help for children who do not receive it at home ;

9. To admit migrant workers' children, on the same basis as other children, to holiday camps and establishments for children below school age, and grant them scholarships, exemptions and other facilities ;

10. To encourage migrant workers to take part in the life of their children's school;

11. To encourage teachers in the receiving country who have the children of migrant workers in their charge to acquire an adequate knowledge of teaching programmes in the countries of origin of such pupils ;

12. To encourage and assist teachers in the countries of origin to follow courses in the receiving countries and vice versa, in order to promote understanding of the cultural and educational systems of these countries ;

13. To promote, in the emigration countries, and also in the receiving countries, if the appropriate authorities agree, the training of specialist teachers to educate the children of migrant workers abroad, in the civilisation and language of their country of origin ;

14. To encourage co-operation between the educational authorities in the emigration and immigration countries in order to promote such instruction and award to the children who receive it certificates or diplomas drawn up in their mother tongue and stating the level attained ;

15. To promote reintegration into school education of children of migrant workers who return to their country of origin ;

16. For the purposes of admission to educational establishments to encourage a liberal attitude in relation to the equivalence of certificates and diplomas which testify to a sufficient level of education ; and to ensure that migrant workers' children who have obtained such certificates or diplomas are enabled, on returning to their countries of origin, to enjoy all opportunities for their school career on the same basis as other pupils having pursued their studies abroad ;

C - Report to the Council of Europe every four years on measures taken to give effect to this resolution.

Appendix C

STANDING CONFERENCE OF EUROPEAN MINISTERS OF EDUCATION

RESOLUTION N° 5 (1962)
on
Educational documentation

THE MINISTERS OF EDUCATION

STRESSING that intergovernmental co-operation in the fields of education and research is only possible on the basis of an organised exchange of information,

AWARE that such co-operation is an important aim of the cultural work of the Council of Europe,

RECOMMEND that the Directorate of Education and of Cultural and Scientific Affairs of the Council be given the appropriate means to establish the Documentation Centre which is needed for the successful pursuit of this activity and which will also enable it to render important services to the individual member States and States which have acceded to the Cultural Convention.

APPENDIX E

INTRODUCTORY REPORT FOR THEME III

"Securing the satisfactory provision of opportunities for vocational and technical training and general education for adults and adolescents"

by

Professor Eugène EGGER

Secretary General of the Conference of
Cantonal Directors of Public Instruction
(Switzerland)

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III. SCHEMES AND PROJECTS IN PARTICULAR COUNTRIES

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V. RECOMMENDATIONS

Appendix : Resolution (73) 46 of the Committee of Ministers of the Council of Europe on the European equivalence of professional titles for "light vehicle mechanics"

I. INTRODUCTION : DEFINITION OF THEME

1. The purpose of this report

The three aims of this brief report are :

- to sum up the situation in member countries as regards the vocational and technical training and general education of migrant workers, both adult and adolescent;
- to introduce and explain the draft recommendations which will be submitted to the Conference for discussion and approval;
- to put forward a draft resolution based on an analysis of the problems encountered and measures already tried out in one or other of the member countries.

In point of fact the country reports presented as basic documentation for the Conference appear, with a few noteworthy exceptions, to be singularly discreet in regard to the particular subject of this report. It would therefore be vain to pursue the first of these aims with any expectation of success. This section of the report will be limited to singling out a few examples of what has been done and to drawing the appropriate conclusions.

2. Previous action and supporting texts

2.1 According to the provisions of the European Social Charter, which was signed in Turin in October 1961 and entered into force on 26 February 1965, the Contracting Parties (1) accept as the aim of their policy, to be pursued by all appropriate means, both national and international in character, the attainment of conditions in which ...

- everyone may effectively realise the right to appropriate facilities for vocational guidance with a view to helping him choose an occupation suited to his personal aptitude and interests;
- everyone may effectively realise the right to appropriate facilities for vocational training. (2)

With a view to ensuring the effective exercise of the right to vocational training, the Contracting Parties undertake inter alia to provide or promote, as necessary :

- adequate and readily available training facilities for adult workers;
- special facilities for the re-training of adult workers needed as a result of technological development or new trends in employment. (3)

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(1) Austria, Cyprus, Denmark, France, the Federal Republic of Germany, Ireland, Italy, Norway, Sweden and the United Kingdom. States signatory which have not yet ratified are Belgium, Luxembourg, the Netherlands and Turkey.

(2) Part I, Articles 9 and 10

(3) Part II, Article 10, section 3

2.2 In Resolution (68) 18 on the teaching of languages to migrant workers (1) the Committee of Ministers of the Council of Europe invited member Governments to :

- make greater efforts to enable all migrant workers who so desire to learn the language of the reception country;
- provide wives and children of migrant workers also with special facilities for learning the language of the reception country, notably by the provision of courses corresponding to their special needs;
- take all necessary steps to establish sound cooperation between the services of the emigration and immigration countries and between the latter and the public or private establishments where language courses for migrant workers are held, in order to ensure the coordinating of the efforts made in this field and the attainment of the maximum results;
- if possible, to combine language teaching in the reception country with vocational training destined to enable migrant workers to acquire skills or enhance their qualifications.

2.3 In their Resolution concerning the situation of migrant workers and their families in Europe, (2) the Ministers taking part in the Conference of European Ministers of Labour held in Rome in November 1972 recommended the Committee of Ministers of the Council of Europe ...

- to invite the Governments of its member States to provide facilities, as necessary, for the vocational and linguistic preparation of migrant workers before their departure from their home countries;
- to consider developing the action already undertaken by the Council of Europe in such fields as reception, language teaching, vocational training, recognition of professional qualifications and diplomas (as well as their standardisation and equivalence) etc.

3. The object of measures taken to secure the satisfactory provision of opportunities for vocational and technical training and general education for adults and adolescents

Unquestionably, fundamental human rights are the yardstick by which to measure all action taken for the benefit of migrant workers. In the present context, the general object may be broken down as follows :

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(1) Adopted by the Ministers' Deputies on 28 June 1968.

(2) See Appendix A of the Introductory Report on Theme I, document CME/HF-M (74) II, for an abridged version of the text of the Resolution.

- to facilitate the integration of migrant workers and their families in the society of the host country;

- to guarantee the best possible opportunities for personal development and vocational advancement;

- to ensure conditions which will enable migrants to take an active part in the life of the host community;

- to foster the human, cultural, intellectual, technical and vocational potential represented by migrant groups;

- to contribute to the development of the migrants' countries of origin, by virtue of the experience and training imparted in the temporary countries of sojourn, having special regard to the economic and social needs and requirements of their home communities;

- to confer a positive value on migration not only for the individual migrant and the host community but also for the country which he often leaves but temporarily;

- to contribute to the building of the Europe of tomorrow, a continent-wide political, economic and cultural community, transcending national frontiers.

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II. ANALYSIS OF THE DEMAND FOR EDUCATION AND TRAINING

4. Groups of migrant workers and their families represent a specific potential demand for training in both emigration and immigration countries. This demand sometimes finds palpable expression from within the populations concerned through the medium of bodies already in existence; more often than not it remains latent, in which case it must be stimulated by the responsible authorities through the provision of an adequate range of opportunities, adapted so far as may be practicable to certain clear and easily identifiable needs.

5. The specific nature of measures designed to ensure satisfactory opportunities for vocational and technical training and general education for adult and adolescent immigrants clearly depends on how close the standards they have previously attained come to the general standard reached by the 'locals'. If there is not too wide a gap it is enough to provide some additional instruction so as to enable migrants to exercise their right to benefit from the training facilities open to the indigenous population. There is of course a sizeable group of migrants (both adults and adolescents) which is capable of fully benefiting from opportunities made available through the national training system. This group includes young people who have done the whole or a large part of their compulsory schooling in the host country and people who have already received training to a comparable level. Obstacles raised by laws or regulations which limit access to certain kinds of training and/or possibilities of recourse to institutions awarding scholarships, study grants etc. should be removed where necessary so as to guarantee to the members of this group the right to accede to all levels of secondary and advanced education and training, including the research sector. The rest of this report will deal primarily with other less privileged groups.

6. If, however, the level of schooling or general training reached by the migrants falls far short of local standards, a frank assessment of alternative solutions will be necessary: are they to be helped to 'catch up' by means of a progressive general course, or should their training be limited to one specific branch or trade? The aim of the latter alternative would be a modest improvement in vocational competence, doubled nonetheless with a manifest rise in their social standing in the host country; and since they are almost sure to be returning in due course to their home countries great care should be taken to ensure that what they learn can be used to advantage within the economic and social structures of these countries.

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7. It will be useful at this point to consider the types of education and training whose provision is to be improved by the measures which are the subject of this report.

7.1 Language training

Some mastery of the host country's language is a prerequisite for technical and vocational training and for any form of meaningful integration into local society. Language training is therefore an essential part of any effort to secure the satisfactory provision of opportunities for vocational and technical training and general education.

7.2 Vocational and technical training

The object here is to train the worker for a specific job without limiting his abilities and opportunities to change jobs and to gain promotion in due course. Migrant workers must be offered ways and means of improving their social standing and living conditions. The acquisition of occupational skills through suitable training and/or experience recognised at its true value is thus one of the aims to be met by the measures considered in this report.

7.3 General education

Here the aim is to enable individuals to forge the conceptual and educational tools which will enable them to get their bearings in the host community and to improve their grasp of the events which shape their lives - in other words, to create opportunities for their personal development and enrichment. General education should help migrant workers towards leading balanced and ordered lives and should therefore be founded on their respective cultural levels and backgrounds. It should not be considered as an instrument or pretext for quick one-sided assimilation.

8. Broadly speaking, there are three ways of achieving the aims set forth in the preceding paragraphs :

- integration in the national training system;
- the creation of a system to prepare for integration;
- the setting up of a parallel system.

8.1 Integration in the national system

This might seem to be the obvious way, an identification of means and ends. To open the gates of the national training and education system to migrant workers, to remove legal and statutory barriers to their participation in it - surely this is the best way of welcoming foreign workers and their families and helping them to integrate with the host community. The evident naïvety of such a proposal bears witness to our common sense awareness of the fact that the granting of a right does not in itself mean that the recipient is capable of profiting from it; none but a very specific group of immigrants can draw any benefit from the training schemes open to nationals.

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8.2 The creation of a preparatory system

Here one must imagine the provision of a widely varying range of opportunities for compensatory education so that migrants may be enabled to draw benefit from the national training system: that is, from forms of instruction and qualifications devised for nationals. A good look at the various sub-groups of immigrants will make clear the scale of effort that would be required to make appreciable progress in this way.

8.3 The setting up of a parallel system

The need to set up an ad hoc education and training system for migrants is apparent from the following considerations:

- the mobility of immigrants and their short period of stay in the host country may mean that efforts to use the means described above are simply wasted;
- the general level of literacy and training reached by immigrant workers may be so far below the host country's standards that special provision is required in the way of general education (reading and writing, for example) and of preliminary vocational training or apprenticeship;
- the technical and vocational training courses available in the industrialised society of the host country may be considered ill adapted to the economic structures of the country of origin and hence useless or even harmful in the case of migrants returning home.

9. Groups concerned and their specific problems

In the light of our analysis of the demand for education and training, let us sketch a simple typology of the main groups likely to express such a demand and/or to respond to suitable provision, and outline their characteristics.

A. ADULTS

To draw a profile of the characteristics of the adult immigrant population, as potential clients for vocational and further training, the key factors to be taken into account are as follows :

9.1 Knowledge of the local language

Since the essential aim of all education and training - even vocational training - is to turn out fully-fledged human beings, the first step is obviously mastery of the means to 'come in from the cold' - that is, of the primary instrument of integration, the language. This is the prerequisite, albeit inadequate, of any subsequent educational action. At the very least, the level of linguistic knowledge, combined with the other criteria below, will dictate the particular type of action to be envisaged. For example, in the case of a group wholly unacquainted

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with the local language and intending to stay only a fairly short time in the country (either because of legal status or for personal reasons etc.), one can probably do no more than provide limited initiation into a trade, the instruction being in the group's mother-tongue.

9.2 Previous level of schooling and training

Migrant workers are generally not far removed from illiteracy and have had no vocational training at all. These are facts that must be faced and any action to help migrants must be sufficiently varied to take account of them. This does not necessarily imply that the position of migrants should be assessed solely by reference to the educational norms of the host country; on the contrary, their experience of life and their practical know-how must be taken into account. Our response to illiteracy must be tempered by an awareness of its context. Nonetheless, one should be under no illusion as to the prospect of improving the lot of illiterate immigrants in highly industrialised societies. Vocational training presupposes a minimum degree of schooling.

9.3 Socio-vocational status

This is a variable covering many factors which should affect the choice of what kind of educational action should be taken - in particular, the following :

- the need to earn money (often critical, and almost always the primary motive for emigrating) ;
- working hours (migrant labour is often employed in branches of the economy where hours are long and irregular - shift work etc.) ;
- mobility (in the building and public works sectors the labour force is obliged to follow jobs from place to place; changes of employment, where the law permits, are frequent among migrants) ;
- fatigue (migrant workers tend to take on the heaviest jobs; unmarried migrants have to look after their housekeeping, prepare their own meals etc. after working hours) ;
- lack of information (by definition, a marginal population holds aloof, or is kept aloof, from information; it does not even know where to look for it; this is one reason why migrant workers fail to respond to the existence of many opportunities for training which are rarely taken advantage of).

9.4 Personal motivations and plans

This variable is hard to assess. It is nonetheless decisive. It determines the length of the migrant's stay and its underlying reason and objectives. It plays an important part in determining his attitude to proposals for training. It can be controlled to some extent when workers have a share in devising their own training courses and programmes.

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B. ADOLESCENTS

The needs of adolescents are easier to define. There are two main categories :

9.5 Young people whose compulsory schooling has been wholly or partly in the host country

Some in this category clearly present no special problem, inasmuch as they have become integrated with the nationals of their own age group. Nonetheless, young migrants - especially those who have done only part of their schooling in the host country (and are therefore behind with their education) - encounter special difficulties when seeking to benefit from existing training and educational opportunities : a still inadequate command of the language (especially in its written form), inadequate motivation, poor use made of available guidance and information. This is a category of adolescents which deserves special attention, especially since in other ways it undoubtedly bears the potential for genuine integration.

9.6 Young people who emigrate at the stage of adolescence

These young people generally arrive in the host country as juvenile workers, sometimes to rejoin their families after completing their schooling in their home countries. Are they to be treated as particularly young adult workers, or as working adolescents ? They pose a particularly acute and difficult problem : care must be taken to see that they are able to benefit properly from the opportunities offered to adults (training during employment) and yet that the information supplied to them and their parents induces them partly to forego immediate earnings in order to acquire a minimum level of training.

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III. SCHEMES AND PROJECTS IN PARTICULAR COUNTRIES

The information below is mainly taken from the country reports. In some cases it has been possible to supplement it with the help of documents kindly made available by the Secretariat. It does not claim to be exhaustive, nor is any attempt made to arrive at a synthesis. The purpose is simply to draw attention to a few achievements and experiments of exemplary value, to stimulate further thinking thereby and thus enable the guidelines to be traced for suitable programmes and plans and legislative or contractual provisions.

10. FINLAND

Information for Finns emigrating to Sweden

The Employment Office has a stock of pamphlets provided by the Swedish authorities, the labour organisations and (in particular) employers. The following are among the subjects covered :

- comprehensive schooling ;
- upper secondary schooling ;
- learning Swedish ;
- information for families moving from Finland to Sweden with school-age children ;
- preparing immigrants for choosing their training and occupations ;
- information about the labour market.

11. UNITED KINGDOM

Further education and adult education

The whole range of further and adult education services provided in the United Kingdom is open to immigrants on the same terms as indigenous students, if the immigrant has been in the country for three or more years before the start of the course. If he has been in the country for less than three years before the start of the course, he has to pay a higher tuition fee and he is not eligible for a mandatory award to cover his maintenance costs while taking a degree-level course. Nevertheless the tuition fee which is charged is only a fraction of the cost of the course, so there is still a generous subsidy.

Special provision is made in further and adult education for immigrants over school age with language difficulties. The courses provided may be full or part-time and efforts are made to publicise them so that immigrant parents in particular are aware of their existence. Many further education establishments have made particular efforts to help immigrant mothers by arranging classes at times which they can manage. A number of voluntary organisations run language lessons or have tuition courses for immigrants as part of their general welfare activities.

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Some immigrants may have difficulty in obtaining employment because of low educational attainment or language problems. A number of further education establishments run pre-training courses in English and arithmetic for immigrants and others with the same difficulty, to enable them to benefit from courses of vocational training for the unemployed in Government training centres or colleges of further education. Many if not most of the entrants are immigrants. The Department of Employment pays the economic cost of the course and gives vocational training allowances to the immigrants.

12. NETHERLANDS

Vocational training

The training of adults is governed by various laws, some of which refer particularly to migrant workers, such as those dealing with adult vocational training, industrial training systems and subsidies. It is considered in the Netherlands that continuous vocational training concerns only the employer and the wage-earner. But if it happens that neither is able to organise it or to benefit therefrom, the State intervenes.

Reception and general education

Under the auspices of the Ministry of Culture, Leisure-Time Activities and Social Work, twenty regional foundations have been set up, coordinated by the National Foundation for Aid to Migrant Workers. The Ministry bears practically all the staffing and operating costs of these National and Regional Foundations. Included among the Foundations' activities are language and vocational training courses, held outside working hours.

13. SWEDEN

Vocational training

Foreigners have officially the same opportunities as Swedish subjects to benefit from vocational training,provided they are entitled to work in Sweden and are considered as part of the Swedish work force. To a considerable extent training is given in special courses arranged by the Board of Education. Some courses are also given in the training centres of companies, Government departments and organisations. The immigrant receives a grant during the whole of the training period.

The length of training varies according to the occupational sector and the immigrant's prior knowledge. Courses lasting more than eight weeks provide education in civics, mathematics, physics, chemistry, Swedish and English in addition to vocational training. As a prelude to their vocational training, immigrants can follow preparatory theoretical courses and instruction on labour market conditions and the educational system. The latter have been considered to be of special value for immigrants. Swedish language courses spread over a maximum of two months are also provided.

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During the financial year 1972-73 some 106 700 persons started courses of vocational training, of whom 11 580 (10.9%) were immigrants.

Language courses and adult education

Since 1965 adult immigrants may take courses in Swedish and civics free of charge, the arrangements being usually in the hands of educational associations. As a general rule courses are held during leisure hours, there being two or three lessons each time; but crash courses may also be taken, comprising a maximum of 240 lessons at least of up to four sittings a day. The aim of these Swedish and civics courses is to provide immigrants with the language skills and information they need to settle down in a Swedish environment.

Immigrants may also learn Swedish in schools through courses lasting up to four weeks. Whole families can attend, since it is easy to arrange for the care of the younger children. To allow immigrants working at home - especially wives - to attend language courses regularly, experimental classes combined with facilities for the care of children and specially adapted to the needs of home workers were started in 1970.

On 1 July 1973 there came into force the Teaching of Swedish to Immigrants Act whereby employers are obliged to allow their foreign employees to take time off from work in order to learn Swedish. Immigrants taken on since 1 January 1973 have a right to 240 hours of such lessons, during which their wages shall not be lower than they would normally have been while working. Employers must, as necessary, arrange for foreign workers recruited after 1 January 1973 to take from 160 to 240 hours of instruction in Swedish, depending on individual requirements as determined by the employer in agreement with the trade union following a language test.

14. AUSTRIA

Vocational training for Yugoslav immigrants

Under an agreement with the Yugoslav manpower department, private firms in Austria are obliged to bear the cost of specialised additional training for Yugoslav workers in Yugoslavian training centres (State subsidies being granted to them for this purpose).

15. BELGIUM

Language and social advancement courses

For working adolescents and adults brief courses designed to foster opportunities for social advancement are available, some of them aimed at improving command of the language. Provided that certain regulations are observed, such courses are subsidised : the course must comprise 240 lessons spread over one or two '40-week years'.

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Vocational training for adults

Courses given at vocational training centres of the National Employment Office are aimed at the acquisition of a diploma entitling the holder to exercise paid employment; they are basically practical; supplementary training in draughtsmanship, arithmetic, technology and industrial safety are taught to workers actually engaged on a particular job.

16. SPAIN

Vocational training courses and social and environmental adaptation courses

Before going abroad, an emigrant is given the opportunity to attend vocational training courses and courses designed to prepare him for the new social conditions and environment to which he will have to adjust (Emigration Act No. 33 - 1971).

17. FRANCE

Measures of direct benefit to migrant workers

A distinction should be drawn between measures taken to ensure, respectively, initial adjustment, pre-training and social advancement.

- Initial adjustment

  short three-week courses of adaptation to social and working life when migrants arrive in France to work in firms or particular trades;

  introductory courses in the French language and civilisation - such as the four-week pilot experiments run by AFPA (Association nationale pour la formation professionnelle des adultes);

- Pre-training

  traditional courses provided outside working hours by various associations which receive an appropriate grant-in-aid from the FAS (Fonds d'action sociale);

  action taken under the collective agreements of 9 July 1970 (national inter-trades and -industries agreement on vocational and in-service training) and under Act No. 71-575 of 16 July 1971 on further vocational training within the framework of permanent education.

These activities, most of which take place during working hours, are the subject of agreements granting aid from the National Vocational Training Fund. Thanks to subsidies from the Fund, the Ministries of Education and Labour have inter alia concluded agreements with certain associations for the award of financial assistance provided that the courses laid on meet certain criteria. Such agreements are in fact nowadays more and more concluded at regional level.

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Many large industrial undertakings such as the nationalized Renault factories have of course their own training schemes for immigrant workers.

Traditional courses for the teaching of French by various methods are being more and more supplemented by general education courses aimed at helping migrants to adjust to the French way of life (explanations about Social Security, industrial safety rules etc.) and in some cases by vocational pre-training.

Evening classes are attended by some 35 000 to 40 000 immigrants : about half of these are run by the above-mentioned associations. Courses run by firms during working hours are at present attended by about 4 000 workers.

- Social advancement

  under this heading come vocational training courses held by bodies of a semi-official character such as AFDET (Association française pour le développement de l'enseignement technique - French association for the extension of technical education) and AFPA (Association pour la formation professionnelle des adultes - Adult vocational training association).

Aid to young foreigners in the 16-18 age range

The FAS (Fonds d'action sociale) and the National Fund for Vocational Training are jointly responsible for such aid and are trying to increase it. Of particular interest, in this context, are the pre-training courses given by the Adult Vocational Training Centre at Saint-Etienne in which remedial action in the teaching of French is combined with vocational pre-training. Similar courses of varying duration are also held in two recently-created day-centres for vocational training. This is a form of establishment which is to be copied in towns with a large immigrant population. Pilot experiments for the purpose of developing similar centres intended to provide vocational qualifications for girls are also planned.

Training of teachers

Since November 1972 the CREDIF (Study and Research Centre for the Diffusion of the French Language) has been entrusted with a special teacher-training scheme in conjunction with the CIFFA (Centres for the Training of Teachers of Adults). This service by CREDIF will of course be available for schemes run by the State education system as well as for those organised by industry, private associations etc. In addition, FAS has awarded grants to various bodies with the aim of expanding similar action coupling the teaching of French with courses designed to help migrants adjust to working and social conditions in industry.

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18. ITALY

For the vocational and further training of emigrant workers, the Ministry of Foreign Affairs finances :

- courses to supplement and revise the basic instruction which has already been given;
- technical and vocational preparatory courses;
- practical teaching of the host community's language, so that Italian workers and their wives may adjust more easily to their new working environment and benefit from the host country's vocational training courses.

19. FEDERAL REPUBLIC OF GERMANY

Language courses for adolescents

It was recommended by the Kultusministerkonferenz in 1971 that foreign adolescents unable to put in part-time attendance at vocational schools for lack of an adequate knowledge of German - and who therefore could not become apprentices - should be given the opportunity of following crash courses in the language.

Training for adult workers

The public authorities bear part of the cost of language and vocational training courses for foreign workers. The Federal Government stresses the importance it attaches to such courses being started in the emigration country. Classes in the German language should be supplemented by information on German labour and social legislation. Vocational training of would-be emigrants should give them certain preliminary qualifications which would help them during their stay in the Federal Republic and offer them better chances of finding the position which best suits them. Measures of this kind are taken in Italy, Yugoslavia, Tunisia and Turkey. A programme is now being prepared in collaboration with Spain. Action is also being taken to finance the teaching of German in Greece, Mauritius, Jordan and South Korea. In the Federal Republic itself, the Bundesministerium für Arbeit und Sozialordnung bears the cost of German teaching to migrant workers by simple audio-visual methods. (1)

20. SWITZERLAND

The competent Swiss authorities, both federal and cantonal, encourage and support all efforts to improve training and further training courses for migrant workers.

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(1) cf. K. Hufner, UNESCO document ED-73/Conf. 602 14 (1973)

Measures to facilitate access by migrant workers to vocational centres and in-service training courses

Foreigners are guaranteed the same rights as nationals in respect of access to apprenticeship courses, whether in firms or in vocational centres and training colleges. The Office fédéral de l'industrie, des arts et métiers et du travail (OFIAMT) recommends the cantons to take all necessary steps to improve the language competence of future foreign apprentices and subsidizes language courses for this purpose.

Training of adult workers

Several cantons organize groups of courses for migrant workers. There is cooperation - generally held to be efficient - between the cantonal authorities, vocational training centres, consulates and local or regional migrant worker organisations in the setting up of training and further training courses. From 1969 to 1972-73 the number of Italian workers attending such courses rose from 2 300 to 5 200; the courses were held in over 60 localities in 15 different cantons. Many firms themselves organize training and further training courses. OFIAMT recommends that the cantons should cooperate with Swiss and foreign professional bodies and trade unions in helping semi-skilled workers to prepare examinations for the federal diploma in their trade or occupation. Some cantons have set up 'joint committees' to study, at cantonal level, the special vocational training needs of migrant workers : the membership of these bodies consists of representatives of the cantonal vocational training office, employers, wage-earners, consulates and foreign organisations concerned with vocational training. The experiment has proved useful and fruitful.

21. CONCLUSIONS

However sketchy and incomplete, the information given above reveals not only the diversity of national situations as a result of differing political and administrative structures but also certain common factors due to the similarity of the problems encountered, some tentative experiments and a number of interesting examples of successful action. It is clear that all countries are still looking for solutions and that none has definitely settled the problem of providing education, training and further training for its immigrant population. Nonetheless, some typical forms of effective action emerge, embodying the common elements of tested solutions.

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IV. CATEGORISATION OF MEASURES BEING TAKEN OR CONSIDERED

22. Having sketched an analysis of the demand for education and training among migrant groups and briefly quoted a few national achievements, it will be useful to conclude with a categorisation of measures being taken or considered in response to the problem of providing satisfactory opportunities for the vocational and technical training and general education of adult and adolescent immigrants. We shall take as a basis for this categorisation the customary cycle of migration, which begins in the country of origin, continues in the host country and finishes more often than not by a return to the country of origin.

23. Measures taken in the country of origin

- initial instruction in the host country's language;
- information on the living conditions, administrative regulations and labour laws of the host country;
- vocational pre-training.

Such measures are taken on the initiative of the emigration country and sometimes - apparently more and more frequently - by the future country of immigration.

Advantages

- a period of preparation, ripening and reflection for the future migrant;
- a lessening of the shock of transplantation ('knowing a bit more what to expect');
- a limitation of costs, since the future migrant is generally unemployed - or at least under-employed - and can still fall back on support from the family;
- the need for some form of collaboration, which may be continued in the later stages of migration, between the immigration country and the emigration country (its authorities and/or future employers).

Difficulties

- control of the planning and organisation of migration;
- risk of wastage.

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24. Measures taken in the host country to facilitate integration

- language instruction outside the work environment (public, private or subsidized courses);
- language instruction during working hours, combined with vocational initiation or training;
- general education (reading and writing, introduction to the country's political and administrative structures, its laws and social or labour regulations);
- courses for wives and families (provision of crèches and child-care facilities);
- use of mass media (radio and television);
- vocational in-service training on the initiative of the employer;
- vocational spare-time training dispensed by the various bodies and associations (authorities, trade union organisations, groups of migrants etc.);
- vocational training and further training provided through the host country's usual system.

Problems

- difficulties in communicating information to migrants about existing training facilities in cases where these are not available at the place of work;
- the recognition of diplomas and qualifications acquired elsewhere than within the host country's own training structures;
- the motivations of migrant workers, who are often undecided about their future plans;
- the canvassing of employers in regard to the advantages of initial investment in the training of foreign manpower (leave of absence for training, training without loss of wages etc.).

25. Measures taken in the host country with a view to the immigrant's possible return

Little seems to have been done to this particular end (except in the Federal Republic of Germany, which has been training Turkish workers for supervisory posts with a view to their eventual return). Care should however be taken to ensure that the training and experience acquired in the host country will be of use when the migrant goes back to his country of origin. It is worth noting that in some sectors of the economy - tourism and the hotel industry, for example - the experience gained from even a brief or seasonal stay in a foreign country is in itself often a form of on-the-job training which is reckoned to be of value in the home country. In this field, cooperation with the manpower authorities of the countries of origin is clearly needed : this is a matter which merits consideration within the context of technical cooperation and aid to development.

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V. RECOMMENDATIONS

(A preliminary draft resolution)

The Conference

Aware of the persistent character of intra- and extra-European migratory movements and of the educational problems they pose for workers and their families,

Considering that it is the duty of Governments to foster the human, cultural, intellectual, technical and vocational potential represented by migrant populations,

Believing that the integration of migrant workers and their families into the society of the host country calls for an enhancement of their social and vocational status, which implies an improvement in their technical and vocational training and general education,

Noting that learning the host country's language is essential to any harmonious integration into working life and to any further general education or vocational training,

Considering that knowledge of the host country's language is of great importance for the migrant worker not only for integration into working life but also for greater security against accidents at work and for the development of his own personality,

Believing that suitable educational provision should be made for the wives of migrant workers so as to break down the social barriers by which they are often isolated, ensure rapid adjustment to their new environment and enable them to play a more active and positive part in managing the educational and other problems posed by the uprooting of their families,

Noting that most immigrants are unable to achieve by themselves a command of the host country's language, however favourable the conditions for this may appear theoretically to be,

Convinced that language instruction for immigrants should aim further than mere literacy and form the basis of a proper general education, so that migrant workers have every chance of professional advancement in the host country,

Believing that young people who have immigrated at the stage of adolescence, at or about the school-leaving age, deserve and require special attention so as to have genuine opportunities to further their general education or vocational training beyond the level of compulsory schooling,

Considering that action by the public authorities, however sustained and generous, cannot alone constitute an adequate response to the educational and cultural needs of adult and adolescent migrants, and that the active and constructive participation of all interested parties - trade unions, churches, both sides of industry, private associations etc. - is essential for effective action,

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Recommend to the Standing Conference of European Ministers of Education that the Governments of member States should be invited to :

1. remove obstacles arising from laws or regulations, which may still prevent adult and adolescent migrants from acceding to the different levels of secondary and advanced education and training and limit their possibilities of recourse to institutions awarding scholarships, study grants etc. ;
2. intensify bilateral and multilateral cooperation in the planning, sponsoring and broadcasting of radio and television programmes, so as to use to the best possible effect the facilities and opportunities provided by these media both for language teaching and for the relaying of programmes from the migrants' countries of origin ;
3. provide many more opportunities for the wives of migrant workers to be taught the language of the host country and improve their general education ;
4. give careful study to the possibility of making and exchanging lists of technical and other terms and expressions used in the trades most commonly followed by migrant workers ;
5. take, in pursuance of Resolution (68) 18 of the Council of Europe, (1) the measures which are necessary according to the political and administrative structures of each country to guarantee to migrant workers and their families genuine opportunities for the rapid learning of the host country's language ;
6. devise training programmes for adult migrant workers which bring together various disciplines through the integrated teaching of general, occupational, theoretical and practical knowledge ;
7. ensure that education and training are provided so far as possible near the place of work ;
8. do their utmost to arrange for the financing of such courses so that the migrant worker, wherever possible, can attend them during working hours without loss of earnings ;
9. arrange special classes for adolescent migrants so as to enable them to make a smooth transition to normal courses of general education and vocational training ;
10. make sure that the provision of information and guidance is within the reach of immigrant populations and can be made effective use of ;
11. set up committees composed of representatives of the public services, both sides of industry and immigrant communities to look into and find solutions to the specific problems of particular groups ;

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(1) Cf. § 2.2

12. encourage all types of action taken by non-governmental bodies - Churches, trade unions, private associations etc. - for the purpose of helping migrant workers and their families with their education and training ;

13. seek to obtain the support and/or cooperation of future employers in financing, organising and managing programmes of training and education for would-be immigrants ;

14. institute close cooperation for the purpose of taking joint action in the emigration countries to ensure that future migrants receive some basic language instruction and vocational pre-training ;

15. strengthen bilateral and multilateral cooperation with a view to harmonizing the aims and, subsequently, programmes of basic technical and vocational training (taking as an example Resolution (73) 46 of the Council of Europe on the European equivalence of professional titles for "light vehicle mechanics"). (1)

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(1) The text of the Resolution is given in the Appendix.

Appendix

COUNCIL OF EUROPE

RESOLUTION (73) 46

ON EUROPEAN EQUIVALENCE OF PROFESSIONAL TITLES FOR "LIGHT VEHICLE MECHANICS"

(Adopted by the Committee of Ministers on 29 November 1973 at the 226th meeting of the Ministers' Deputies)

The Committee of Ministers,

In pursuit of its efforts to achieve a greater unity between the member States of the Council of Europe in accordance with Article 1 of the Statute ;

Being aware of the need for the better alignment of member States' systems for education and training ;

Considering that the comparability of occupational and technical titles can facilitate the free movement of workers between member States ;

Emphasising that the equivalence of occupational titles can contribute towards achievement of equality of opportunity between foreign workers and national workers ;

Believing that the results of the work done by the Council of Europe with regard to the training for "motor vehicle mechanics" are such as to permit the mutual recognition by member States of titles for that occupation ;

Considering that the co-ordination of vocational training and the mutual recognition of occupational titles for "motor vehicle mechanics" will not only contribute to closer integration of the European economies but should lead to improved road safety, an essential factor in view of the ever increasing volume of international motor vehicle traffic,

Recommends that member States :

1. take the necessary measures to bring the training of "light vehicle mechanics" into line with the standards set out in the European job description appended hereto, which should be regarded as the minimum qualifications a trainee must have in order to qualify as a "light vehicle mechanic" ;

2. draw up a basic syllabus, extending over a defined period, for the acquisition of the knowledge and skills set out in the European job description, it being understood that this syllabus should enable comparable training standards to be achieved at the end of training and that it lies with national authorities to lay down what form such training should take, viz. :

(i) in-service training ;

(ii) training at a training centre ; or

(iii) a combination of both ;

3. consider awarding national certificates and/or diplomas which conform to the standards set out in the European job description and which might include the following wording :

> "Certificate (diploma) complying with the European job description of light vehicle mechanic as adopted by the Council of Europe (Committee of Ministers' Resolution (73) 46 of 29 November 1973)" ;

4. take account, when assessing the certificates of "light vehicle mechanics", as defined in paragraph 1 of the European job description, of the principles and standards set out in the European job description ;

5. notify the Secretary General of the Council of Europe, for the information of other member States, of the date from which they intend to implement these recommendations and provide him with a specimen of their certificate or certificates.

/_Appendix I : European job description for "light vehicle mechanics"

Appendix II : Typical training syllabus for light vehicle mechanics. _/

APPENDIX F

AGENDA AND PROGRAMME OF THE AD HOC CONFERENCE

AGENDA

1. Official opening by Mr. Georg Kahn-Ackermann, Secretary General of the Council of Europe, Secretary of the Standing Conference of European Ministers of Education

2. Introductory address by the Chairman of the ad hoc Conference

3. Statement by the Council of Europe Special Representative for National Refugees and Over-Population in Europe

4. Initial survey of the main issues by the General Rapporteur

5. Statements on behalf of the International Labour Organisations, UNESCO, OECD, ICEM, the European Communities and the Consultative Assembly of the Council of Europe

6. Presentation by the Rapporteurs of the conclusions and recommendations of the Working Parties for the three themes

7. General discussion

8. Presentation by the General Rapporteur of the 'Draft Conclusions and Recommendations of the ad hoc Conference'

9. General discussion

10. Formal adoption of the 'Conclusions and Recommendations'

11. Closing address by the Chairman of the ad hoc Conference

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PROGRAMME

TUESDAY 5 NOVEMBER 1974

09.30 a.m. - 10.30 a.m. PREPARATORY MEETING OF REPRESENTATIVES OF ALL DELEGATIONS

The purpose of this meeting is to set up Working Parties for the three themes of the ad hoc Conference. It will take place in the Chamber of the Parliamentary Assembly under the chairmanship of Rector Gauthier.

11.00 a.m. - 12.30 p.m. SEPARATE MEETINGS OF THE THREE WORKING PARTIES

The purpose of these meetings, as defined by the Committee of Senior Officials responsible for preparing the Conference, is "... to reach some kind of provisional consensus (in the light of the work accomplisged by the Rapporteurs) on the texts of conclusions and recommendations which could reasonably be proposed for adoption by the Conference in plenary session, without however entering into detailed discussion of the substantive issues". Each Working Party will probably wish to appoint a 'drafting group' consisting of its Chairman and Secretary, the Rapporteur for the theme in question and one or two other of its members.

The meetings will take place in rooms B 502, C 200 and C 300.

15.00 p.m. CONTINUATION OF THE MEETINGS OF THE THREE WORKING PARTIES

These meetings should be concluded as early as conveniently possible (17.30 p.m. at latest) so as to allow time for the first meeting of the Bureau.

18.00 p.m. (at latest) FIRST MEETING OF THE BUREAU

The purpose of this meeting is to review and harmonize the three sets of conclusions and recommendations produced by the Working Parties for submission to the Conference as a basis for discussion of the substantive issues at its two Working Sittings.

TUESDAY 5 NOVEMBER 1974 (continued)

The Bureau consists of the Chairman and the General Rapporteur of the ad hoc Conference and the Chairman, Rapporteurs and Secretaries of the Working Parties.

The meeting will take place in room C 300.

WEDNESDAY 6 NOVEMBER 1974

10.00 a.m. - 12.30 p.m.

OPENING SESSION (1)

The Opening Session will be devoted to the first five items on the Agenda :

1. Official opening by Mr. Georg Kahn-Ackermann, Secretary General of the Council of Europe, Secretary of the Standing Conference of European Ministers of Education
2. Introductory address by the Chairman
3. Statement by the Council of Europe Special Representative for National Refugees and Over-Population in Europe
4. Initial survey of the main issues by the General Rapporteur
5. Statements on behalf of the International Labour Organisation, UNESCO, OECD, ICEM, the European Communities and the Consultative Assembly of the Council of Europe

15.00 p.m. - 18.00 p.m.

FIRST WORKING SITTING (plenary)

The two Working Sittings of the Conference are devoted to items 6 and 7 of the Agenda.

The Conference will decide whether to hear the presentations of the three Rapporteurs consecutively or to embark on a general discussion following each presentation.

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(1) The Opening and Closing Sessions of the Conference and its two Working Sittings will take place in the Chamber of the Parliamentary Assembly of the Council of Europe.

THURSDAY 7 NOVEMBER 1974

09.30 a.m. - 12.30 p.m.	SECOND WORKING SITTING (plenary)
15.00 p.m.	SECOND MEETING OF THE BUREAU The purpose of this meeting is to draft the 'Conclusions and Recommendations' which the General Rapporteur will present to the Conference for adoption at its Closing Session. The meeting will take place in room C 300.

FRIDAY 8 NOVEMBER 1974

10.00 a.m. - 12.30 p.m.	CLOSING SESSION (1) The Closing Session will be devoted to the remaining items of the Agenda : 8. Presentation by the General Rapporteur of the 'Draft Conclusions and Recommendations of the ad hoc Conference 9. General discussion 10. Formal adoption of the 'Conclusions and Recommendations' 11. Closing address by the Chairman.

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(1) According to the length of time required for general discussion under items 7 and 9 of the Agenda (and the possible need, under item 9, to re-convene a meeting of the Bureau for the re-drafting of certain parts of the 'Draft Conclusions and Recommendations'), the Closing Session may extend into or be postponed until the afternoon of Friday 8 November.

APPENDIX G

ANNEXE G

LIST OF PARTICIPANTS

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